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LINCOLN PARK

SPECIAL PLANNING STUDY

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THE CITY OF CALGARY
PLANNING & BUILDING DEPARTMENT

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TABLE OF CONTENTS

Page

Preface 1

I. EXECUTIVE SUMMARY 2

A. Study Recommendations 2
B. Summary of Options and Findings 4

II. BACKGROUND 7

A. History 7
B. Existing Conditions 7

III. STUDY PROCESS 19

A. Mandate and Assumptions 19
B. Goals and Principles 20
C. Advisory Committee 26
D. Public Participation 27
E. Concept Development 28
F. City-Wide Planning Goals 29

IV. STUDY CONCLUSIONS 31

A. Land Use and Development Guidelines - General 31
B. Land Use and Development Guidelines - Site Specific 32
C. Access and Circulation 41
D. Implementation 44

Page

V. CONCEPTS AND RENDERINGS 45

VI. APPENDIX 71

1. Terms of Reference 71
2. Council Motion Establishing Study 72
3. Study Participants 73
4. Sample Public Survey 74
5. Public Participation Surveys 75

LIST OF MAPS AND FIGURES

MAPS

Page

Map 1: Consolidated Land Use Plan 3

Map 2: Study Area Boundaries 9

Map 3: Existing Land Use 11

Map 4: Lincoln Park Area Stakeholders 13

Map 5: Existing Land Use Districts 15

Map 6: Parcel Identification 17

Map 7: 50 Avenue Right-of-Way Acreages 34

ILLUSTRATED CONCEPTS

Page

Concept 1 (Alternative 1) 50 Ave Discontinuous 47

Rendering 1 (Alternative 1) 50 Ave Discontinuous 49

Concept 1 (Alternative 2) 50 Ave Discontinuous 51

Rendering 1 (Alternative 2) 50 Ave Discontinuous 53

Concept 2 (Alternative 1) 50 Ave as a Major Road 55

Rendering 2 (Alternative 1) 50 Ave as a Major Road 57

Concept 2 (Alternative 2) 50 Ave as a Major Road 59

Rendering 2 (Alternative 2) 50 Ave as a Major Road 61

Concept 3 (Alternative 1) 50 Ave as an Expressway/Freeway 63

Rendering 3 (Alternative 1)
50 Ave as an Expressway/Freeway 65

Concept 3 (Alternative 2) 50 Ave Discontinuous 67

Rendering 3 (Alternative 2)
50 Ave as an Expressway/Freeway 69

Preface

Over the last 25 years a number of attempts have been made to develop an acceptable land use plan for Lincoln Park to guide future development. Thus far, this has been an unsuccessful endeavour. Although six planning studies have been completed in that time, they have been implemented only partially or not at all. The primary difficulty is that the approved alignment of the 50 Avenue freeway extends through the centre of Lincoln Park preventing creation of an integrated community. The wide right-of-way for this roadway, 152 metres (500 feet) and the presence of Crowchild Trail and Glenmore Trail greatly impact the planning options available for the area.

City Council has recently initiated a review of the City's Transportation Plan and Bylaw which establishes the long term improvements to the transportation system. The results of this review are expected in 1994-95 and will be key to City Council discussions regarding the ultimate status of 50 Avenue. It is hoped that City Council will make a final decision on the future of 50 Avenue after considering the report of the Transportation Plan Review. Full and final development of all the lands in Lincoln Park cannot occur until the question of the future of 50 Avenue is decided.

In an effort to better define the development possibilities in the area prior to a 50 Avenue final decision, City Council directed that the Lincoln Park Special Planning Study be undertaken. This Study is unique. It is a "what if" study which assumes three different 50 Avenue options (50 Avenue built as a freeway, as a major road or discontinuous through Lincoln Park). Based on a set of goals and objectives the Study then developed land use concepts for each road alternative. These concepts were then combined in a Consolidated Land Use Plan (Map 1) which shows how the available land parcels in the area can be developed prior to a final 50 Avenue decision.

The work undertaken by the landowners and communities in conjunction with the draft 1987 Lincoln Park Concept Plan contribute to the analysis for the 50 Avenue freeway option. Due to the lack of time, the Study did not undertake a transportation analysis to determine the road capacity required to support the proposed uses to develop.

As the Consolidated Plan indicates, a number of the area planning goals, such as the need for a mix of uses, could be accommodated under each of the road alternatives. The possibility of achieving other local land use objectives, however, was substantially affected by the 50 Avenue configuration. For example, development of a pedestrian scale mixed use centre serving all of Lincoln Park and the inclusion of a substantial residential component in the area would be less likely under the freeway option.

The Lincoln Park Special Planning Study is a non statutory plan adopted by resolution of City Council. As such, it is not legally binding in the sense that a statutory plan such as an Area Redevelopment Plan or an Area Structure Plan is. Rather the Special Planning Study is intended to provide advice for the consideration of municipal approving authorities when taking planning decisions in the area covered by the Special Planning Study. The Study is not intended to fetter the discretion of these authorities in the excercise of their responsibilities.

I EXECUTIVE SUMMARY

A. Study Recommendations

1. The planning principles and the consolidated land use plan presented in this Study be endorsed as a framework for planning and development decisions in Lincoln Park . Development proposals, in keeping with this Study, are supported in principle and may proceed prior to additional decisions on the future status of 50 Avenue.

2. The moratorium disallowing sale of city-owned lands in Lincoln Park be lifted from the Media Housing site, with the understanding that new development should be in keeping with this Study's recommendations regarding appropriate land uses and development guidelines.

3. The creation of a Lincoln Park Community Development Committee to monitor development in the area be endorsed. The committee would advise the Approving Authority on development applications, the Land and Housing Department on interim uses on the 50 Avenue right-of-way lands and generally promote development in keeping with the principles and recommendations of this Study.

4. The concerns of downstream communities over shortcutting traffic must be addressed as outlined in this Study.

5. The Land & Housing Department will ensure that all purchasers of City-owned land are informed of the current status of the 50 Avenue freeway. City Council requests that other land owners in Lincoln Park make every effort to ensure purchasers of their land are similarly informed.

SITE	City-Res	Bethany	Province	50 ROW West	Town Centre 50th/Richard Rd	50 ROW East	Bkfld. North	Bkfld. South	ATCO North	ATCO South	Media West	Media East
	A	B	C	D1 North South	D2	D3 North South	E1	E2	F1	F2	G1	G2
Land Use	R	R	R	I^{instit}/R R//C	MXD	I^{instit}/C C	R//C	C	C/R	R	I^{instit}/R//C*	I^{instit}/R//C*

/ - and/or
// - •first land use identified is preferred
•second land use optional -proportions to be decided at a redesignation stage.
•the future possibility of any preferred use should not prevent a decision by the Approving Authority supporting another preferred use.

These sites would only be developable if City Council decided to reduce the ultimate road status of 50 Avenue.

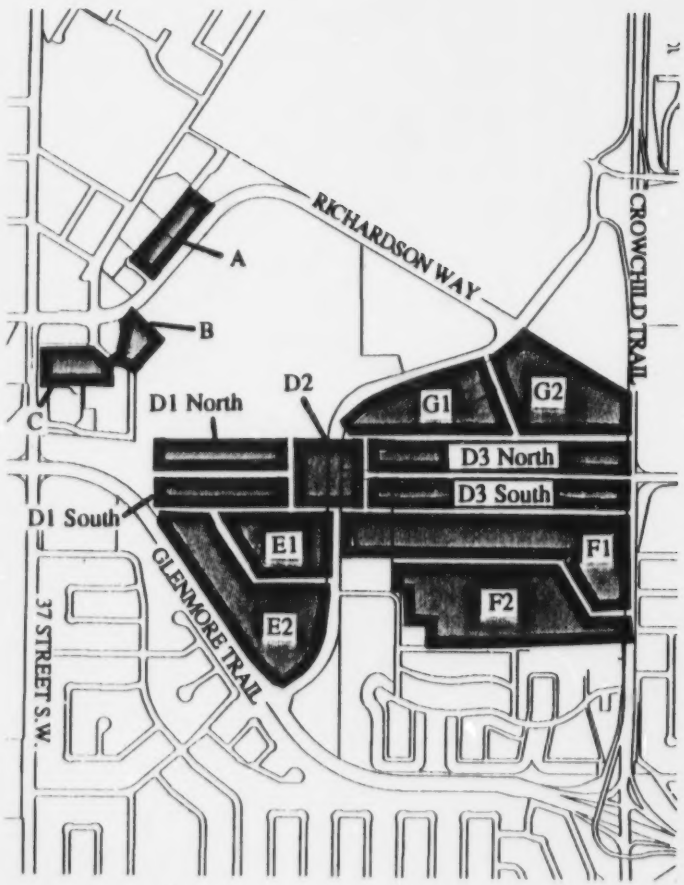
*Institutional and/or residential uses are preferred on the Media Housing Site (G) in the non-expressway options, although a commercial strip component would be acceptable along the north side of the 50 Avenue R.O.W. In the expressway option, commercial is also a "preferred" use.

R: Residential
I^{instit}: Institutional (may include housing)
C: Commercial
MXD: Mixed Use

TABLE 1: Consolidated Land Use Proposal

SITE	DESCRIPTION	USE
A	City-Owned	R
B	Province-Owned	R
C	Province-Owned	R
D1 North	City-Owned (50 Ave. ROW)	I*/R
D1 South	City-Owned (50 Ave. ROW)	R//C
D2	City-Owned (50 Ave. ROW)	MXD
D3 North	City-Owned (50 Ave. ROW)	I*/C
D3 South	City-Owned (50 Ave. ROW)	C
E1	Brookfield North	R//C
E2	Brookfield South	C
F1	City-Owned (Atco) North	C/R
F2	City-Owned (Atco) South	R
G1	City-Owned (Media Housing west)	I*/R//C
G2	City-Owned (Media Housing east)	I*/R//C

*Note: Sites D1, D2 and D3 are only developable if City Council decides to reduce the ultimate status of 50 Avenue.



MAP 1: Consolidated Land Use Plan

B. Summary of Options and Findings

The findings of the Study are summarized in this section. Three land use concepts, each based on a different configuration of 50 Avenue, are briefly summarized. These concepts are based on the principles agreed to by the Study participants for Lincoln Park development (Section III, B). The three concepts were then adjusted and amalgamated to create a single consolidated land use plan which could meet all three roadway scenarios. This Plan (Map 1) and the proposed development guidelines (Section IV.A and IV.B) show the range of appropriate land uses and how each site should be developed if the area is to develop prior to a final 50 Avenue decision. This Plan is presented in Map 1 and is the basic recommendation of this Study.

It is important to realize that Lincoln Park could also develop in very different ways than shown in the artist's concepts (See Section V, Concepts and Renderings) and still meet the proposed land use plans. For example, the illustrations indicate institutional expansion on the Media Housing site while the Plan recognizes that residential and some commercial development could be accommodated instead. These illustrations are not intended to have any approval status; however, they are included to demonstrate the interrelationship of land uses and to provide City Council and the Approving Authority with an image of the type of overall community proposed in the various options.

1. Concept 1: Discontinuous 50 Avenue

This option assumes that 50 Avenue is not developed as a continuous road through Lincoln Park. Discontinuous was interpreted as "indirect" for the purposes of this option. "Discontinuous" suggests that it would be impossible to travel from one side of Lincoln Park to the other on 50 Avenue. The illustrated "indirect" option (See Section V, pages 49-55) would discourage traffic flows through the area as a through route. 50 Avenue is retained as a major road entryway to the area; however, road and subdivision layout will be designed in such a way as to discourage through traffic.

From a land use point of view, this alternative has the fewest constraints and, therefore, provides the greatest opportunity for creating a unique urban community in Lincoln Park - a special place which will be a centre for local residents and the surrounding communities. The existing Lincoln Park developments - Mount Royal College, Bishop Carroll High School and the area housing provide the structure to create a mixed use community focused on a "Town Centre" and offering a mix of retail, residential and educational opportunities. The creation of the "Town Centre" - a mixed use activity node in the centre of the area, is the core element of this land use concept.

In this option, the Media Housing lands (sites G1 and G2) may be developed for a range of uses including institutional, residential and commercial. Institutional and/or residential uses are preferred on these sites in this option and either type of use could be developed immediately.

With a discontinuous 50 Avenue, there is an opportunity for substantial residential development in the area. The Plan allows for housing or institutional uses as the preferred development on the Media Housing site although properly designed and sited commercial development could also be included. Residential development could also be located south of the College, across the 50 Avenue right of way (site D1) and continuing, possibly in a mixed use form, onto the Atco site (F2). As in all options, commercial uses are proposed on the Brookfield lands (site E2), in the town centre and along 50 Avenue east of the centre.

2. Concept 2: 50 Avenue Developed as a Major Road

In this alternative, 50 Avenue would be constructed as a four-lane divided major road connecting Crowchild Trail with Glenmore Trail/37 Street.

The strategy pursued in this concept (See Section V, pages 57-63) was similar to that defined for Concept 1. An activity centre would be developed on both sides of 50 Avenue or concentrated on the north side. The Plan proposes a "looser" activity centre spanning 50 Avenue and incorporating pedestrian-oriented, predominantly retail development on both sides of the road.

3. Concept 3: 50 Avenue Developed as an Expressway/Freeway

This option (See Section V, pages 65-71) reflects the approved configuration of 50 Avenue as contained in the Transportation Bylaw. It includes an interchange at Richard Road in addition to those at Crowchild Trail and Glenmore Trail. The concept developed for this road alternative does not require the integration of uses across the freeway. Such integration would be difficult to accomplish; however, innovative design approaches, coupled possibly with development above 50 Avenue (air rights), could offer workable connections between development on the north and south side of 50 Avenue. The access ramps connecting 50 Avenue to Richard Road would discourage pedestrian movement across Richard Road. The area would be essentially developed in four quadrants with institutional and possibly commercial uses as the predominant

land use north of 50 Avenue. Residential development, especially student housing is possible on the Media Housing site. Such development would require particular care and attention to mitigate the freeway impacts. The total amount of residential development in this concept would be lower than in the other concepts, and a much less pedestrian-oriented commercial area would be likely to develop on the Brookfield lands (sites E1, E2). The Plan allows for some residential development on the Brookfield property; however, it would not be a preferred use and it is doubtful whether it would actually occur. As in all options, housing is proposed for the southern portion of the Atco site.

A reduced town centre focused on Mount Royal College is possible north of the freeway. The concept plan has attempted to create compatible land uses across the freeway and contemplates substantial landscaping and park areas to improve the environment adjacent to the freeway.

4. Evaluation

A primary goal of this Study is to identify those lands upon which City Council can support development prior to a final decision on the status of 50 Avenue.

The land use concepts described above have been compared on a site by site basis . The analysis indicates that the appropriate land uses for parcels A, B, C, E, F, and G are substantially similar in the three alternatives. Based on these conclusions, the Study recommends that City Council recognize the immediate developability of these parcels as identified in the Consolidated Land Use Plan, Map 1.

Site D, the 50 Avenue right-of-way land, would not be available for development unless City Council decided to reduce the status of the proposed 50 Avenue.

On sites E (Brookfield) and G (Media Housing site) the same land uses are acceptable under the different 50 Avenue scenarios; however, the way in which sites E1 and G1 are developed may vary depending on whether the development has to "integrate" with a freeway, a major road or with a pedestrian activity centre. Landowners have the option of delaying development until the 50 Avenue decision is made and building according to that decision or building now in a form which can fit into all three road options. To this end, development and/or redesignation applications should be accompanied by a concept plan which describes the full development of the site and indicates how the development will integrate with sites D1, D2 and D3. The development guidelines presented in Section IV should be met if development is to meet the area goals for each scenario.

This study only supports development of the lands for the uses listed in Table 1.

II BACKGROUND

A. History

The Lincoln Park area was originally used as a landing field by the Royal Canadian Air Force until 1964. Subsequent to this, a majority of the lands not required by the Department of National Defence were transferred to the City of Calgary which leased the hanger areas to Atco for industrial uses. The 50 Avenue Expressway/Freeway was approved in 1968. Since then, there has been a number of City sponsored land use plans as well as some private planning initiatives.

Over the course of Lincoln Park's history, it has been the focus of many planning studies. These studies, while generating many fascinating visions for the community, have not resulted in policy decisions leading to an effective overall direction for the area .

In January 1988 City Council placed a temporary moratorium on the sale of City-owned lands in Lincoln Park. Since that time, Council has lifted the moratorium on all parcels except the Media Housing site.

For further information on the lands within Lincoln Park refer to Maps 2-6 in this section.

B. Existing Conditions

1. Site Conditions

Distinctive to the Lincoln Park area are the large land holdings in the area, the large amount of vacant space and the central location of the area surrounded by established communities. It has excellant regional accessibility being located on two (possibly three) expressways. The topography rises to the west and offers vantage points of the foothills and mountains to the west and the city centre to the northeast. Apart from this, the area generally lacks any distinguishing natural features - and is void of any trees or shrubs with the exception of the landscaped sites. The existing land uses are shown on Map 3.

2. Stakeholder Interests (refer to Map 4)

i) Mount Royal College

Mount Royal College (M.R.C.) occupies 42 hectares (104 acres) of land in the centre of Lincoln Park. The institution provides educational services to approximately 34,000 people annually. Due to the current trend toward higher education for a greater number of people, M.R.C. has proposed to the Province expansion of facilities in the future. M.R.C. sees the benefit in the creation of an urban mixed-use environment to provide a range of opportunities and experiences for students and staff. Additional area housing would contribute to a fuller post-secondary experience.

ii) Department of National Defence

The Department of National Defence occupies approximately 180 hectares (445 acres) of land in Lincoln Park of which more than half is utilized for housing base personnel.

Base personnel have considered how new development can contribute to the CFB residents' quality of life, particularly in terms

of housing for CFB personnel and the provision of needed services and the creation of part-time employment opportunities. They are concerned about the possible impacts of new development and related traffic on the CFB community and military operations. In particular, they would consider measures that control and reduce traffic speed along Richard Road, adjacent to their Lincoln Park PMQs, as a positive action to ensure residents' safety. Buffering is also desired, as increased traffic flow and commercial development may impact the residents.

iii) City of Calgary, Land and Housing Department

The City presently holds approximately 65 hectares (161 acres) of land within Lincoln Park (including the 50 Avenue right-of-way). Atco has a lease with the City on 23 hectares (56 acres) until the year 2000 when it has the option to purchase the land. A smaller two acre site leased to the Calgary Association for the Mentally Handicapped (CAMH) is used for four group homes and is surrounded on three sides by the Media Housing site. At some point in the future it is expected that the group home function will be discontinued and the site will be available for integration with surrounding development. Recognizing the interest in developing the Media Housing site, relocation alternatives and strategies should be considered in the near future. CAMH also has an office building on land in west Lincoln Park at Sarcee Road and Richardson Way. The largest developable City-owned parcel is the site used for media housing during the 1988 Winter Olympics.

The City has various objectives for its land in the area. These include, but are not limited to:

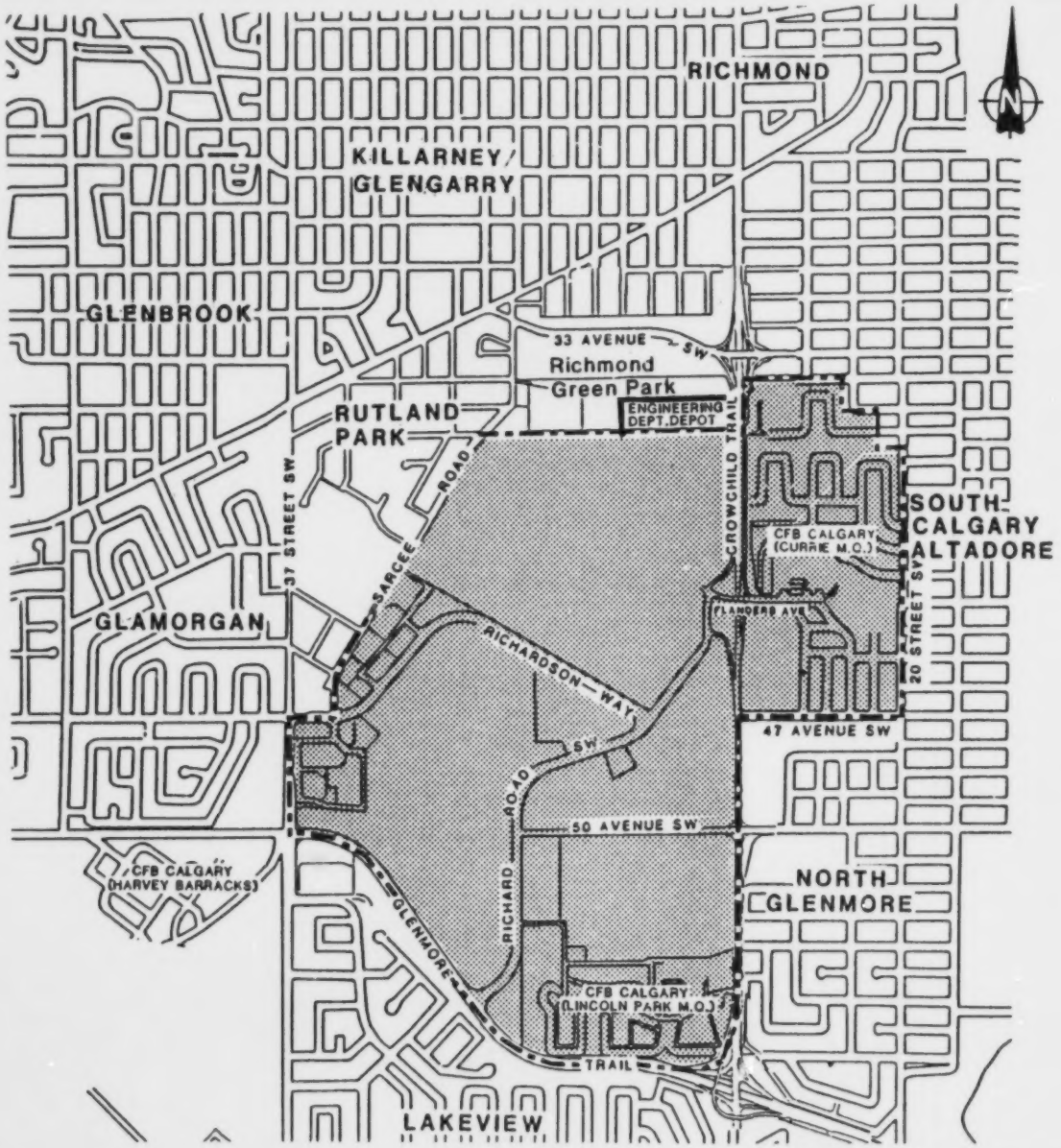
- protecting the opportunity to build 50 Avenue as a free-way,
- optimizing the return to citizens of Calgary/taxpayers in both financial and environmental (quality of life) terms and benefits,
- achieving the highest and best land use available for the site based on existing and proposed road access and neighbouring uses, and
- ensuring an equitable sharing of appropriate land uses among the various owners.

iv) Brookfield Development Corporation

Brookfield presently owns 12 hectares (29 acres) of land in the southwestern portion of Lincoln Park. The land is adjacent to Glenmore Trail on the south and west, Richard Road on the east and 50 Avenue right-of-way to the north. The present zoning on the site is UR. It would be Brookfield's intention to proceed with a land use redesignation application in keeping with this Study, once the Study has been adopted by Council.

v) Separate School Board

The Bishop Carroll Separate High School presently occupies 8 hectares (20 acres) of land on the eastern edge of Lincoln Park, adjacent to Crowchild Trail, south of Flanders overpass at 50 Avenue S.W. The School Board is interested in acquiring land in Lincoln Park (adjacent to the existing Bishop Carroll school site) to construct a new ECS to Grade 12 Francophone Community School.



MAP 2
STUDY AREA BOUNDARIES

LEGEND

Study Area Boundary

0 400 800
metres

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vi) Department of Municipal Affairs - Housing Division

Municipal Affairs owns approximately 2 hectares (5 acres) of land in five sites on the western perimeter of Lincoln Park. Two of the sites are developed for assisted housing, one site is park space, and two are vacant. Of the two vacant sites, one site is proposed for a seniors' development and the other site remains vacant.

vii) Adjacent Community Concerns

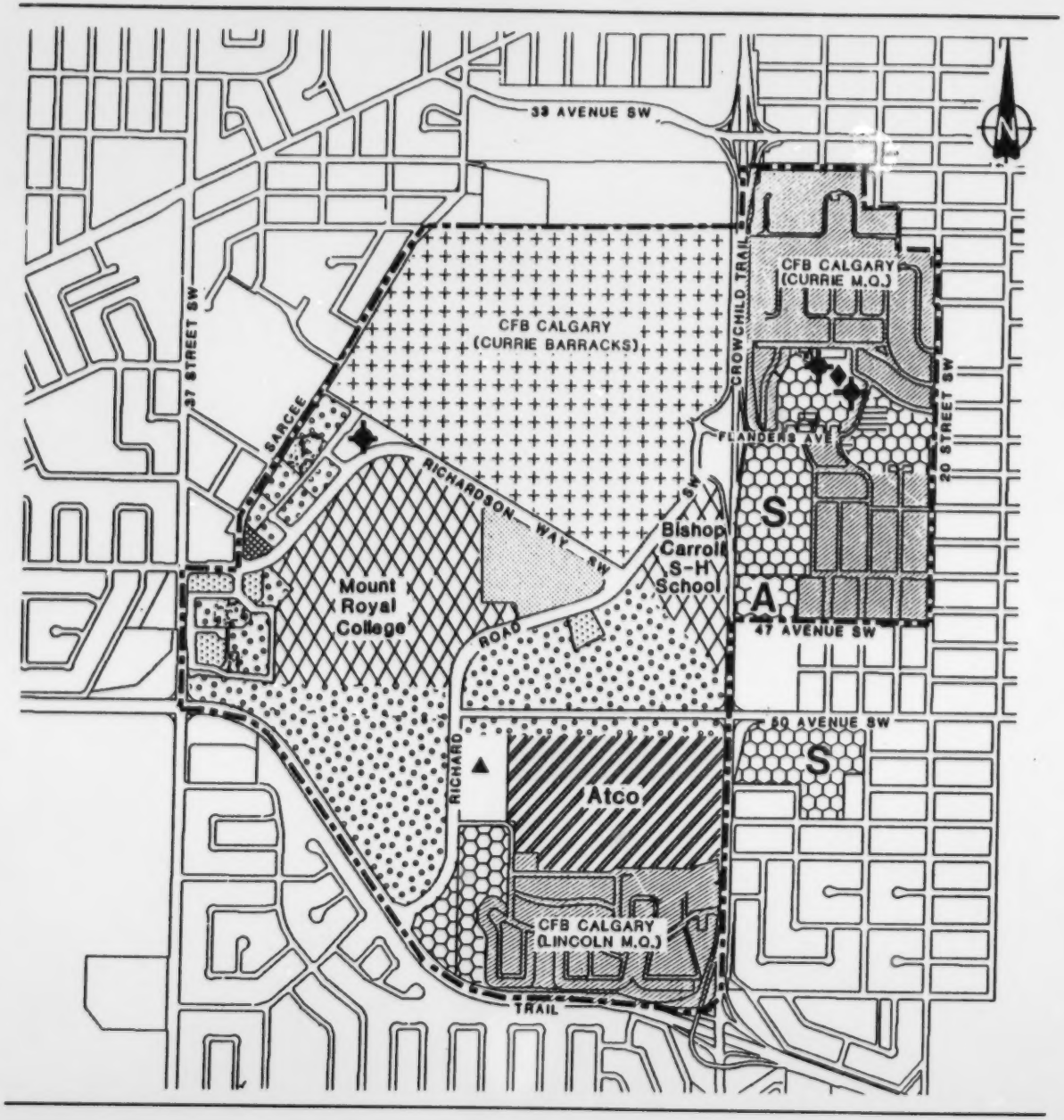
A number of communities adjacent to Lincoln Park will be affected by the development of this area. These abutting communities include: South Calgary/Altadore, Lakeview, North Glenmore, Rutland Park, Glamorgan and CFB Calgary. Of prime concern to these neighbouring communities and some downstream communities, such as Elbow Park and Mount Royal, is how any new development in the area will contribute to the shortcutting traffic. Many area residents have expressed the hope that development in Lincoln Park will provide services and opportunities to surrounding residents. Additional residential population has the opportunity of supporting and revitalizing services and facilities in the surrounding mature communities.

viii) City of Calgary, Planning & Building Department

The City Planning & Building Department is charged with representing the city-wide interests, as defined by City Council, in local planning studies. The City has a number of both local and city-wide policies that have to be considered in the Study of this area. These include such issues as the transportation network, local access, neighbouring community impact, recreational opportunities, etc. As outlined in more detail in Section III (F), the Calgary General Municipal Plan urges intensification - increasing residential densities within the inner area as a priority. This objective was important in the final formulation of the recommended Plan.

ix) Other

In addition to the stakeholders listed above, there are several other owners of developed parcels in Lincoln Park. The Royal View Medical Clinic is located northwest of Mount Royal College across Richardson Way. Horizon Village is a 38 unit, +55 condominium complex immediately north of the 50 Avenue right-of-way. Bethany Village is a seniors apartment immediately west of Mount Royal College.



MAP 3
EXISTING LAND USE

LEGEND

- Residential
- Commercial
- Industrial
- Institutional
- Open Space
- Vacant Land
- Church
- Fire Station
- S School
- A Arena

Military Institutional:

- Married Quarters
- CFB Calgary (Currie Barracks)
- Recreation/School
- Commercial

0 200 800

metres

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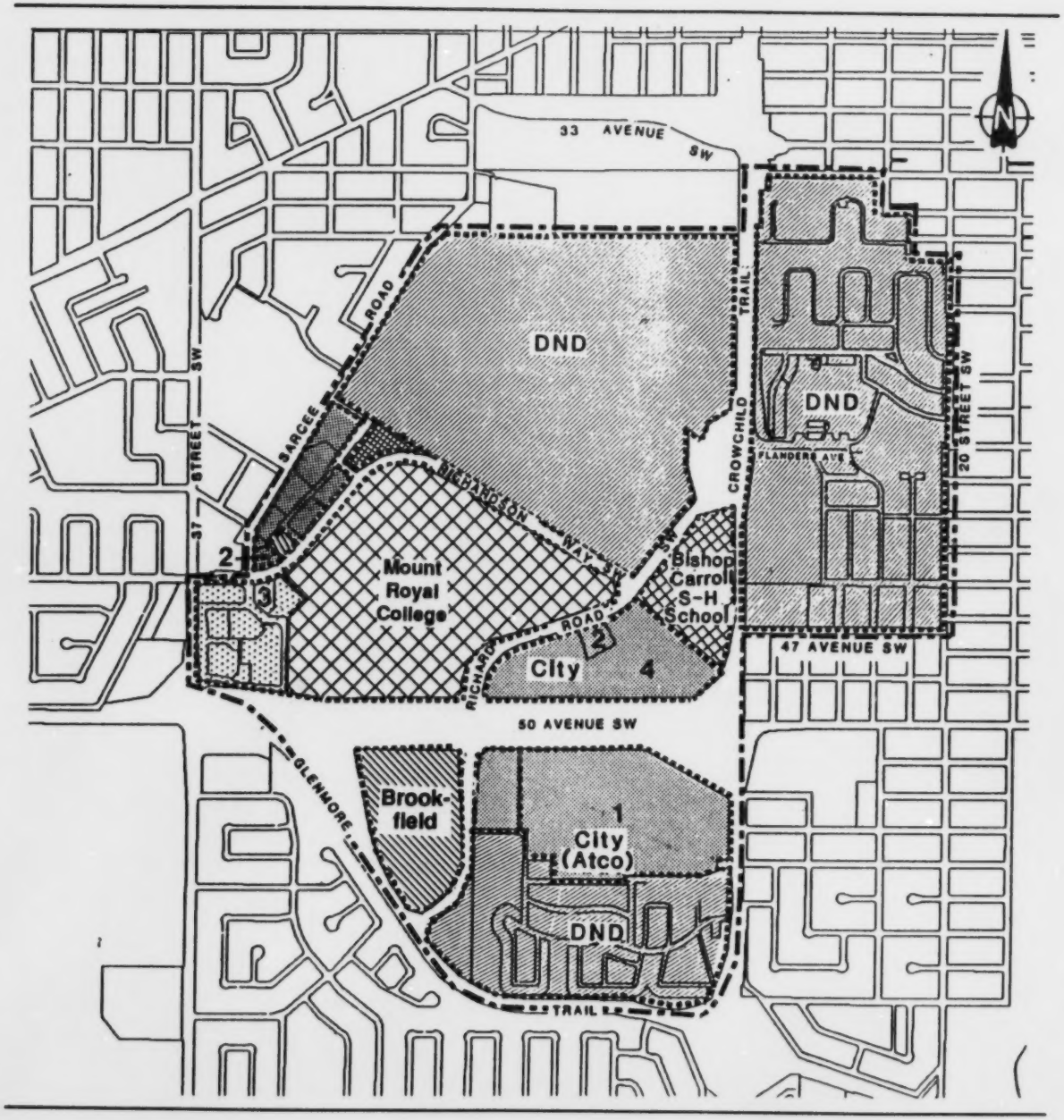

MAP 4
LINCOLN PARK AREA STAKEHOLDERS

LEGEND

- Department of National Defence
- Municipal Affairs - Housing Division
- City of Calgary
- Province of Alberta
- Separate School Board
- Bethany Chapel
- Private Landowner

Leased Properties:

1. Atco
2. Calgary Association for The Mentally Handicapped
3. Bethany Village - Senior Citizen Housing
4. Media Housing Site

•••••• Property Boundary

0 200 800

metres

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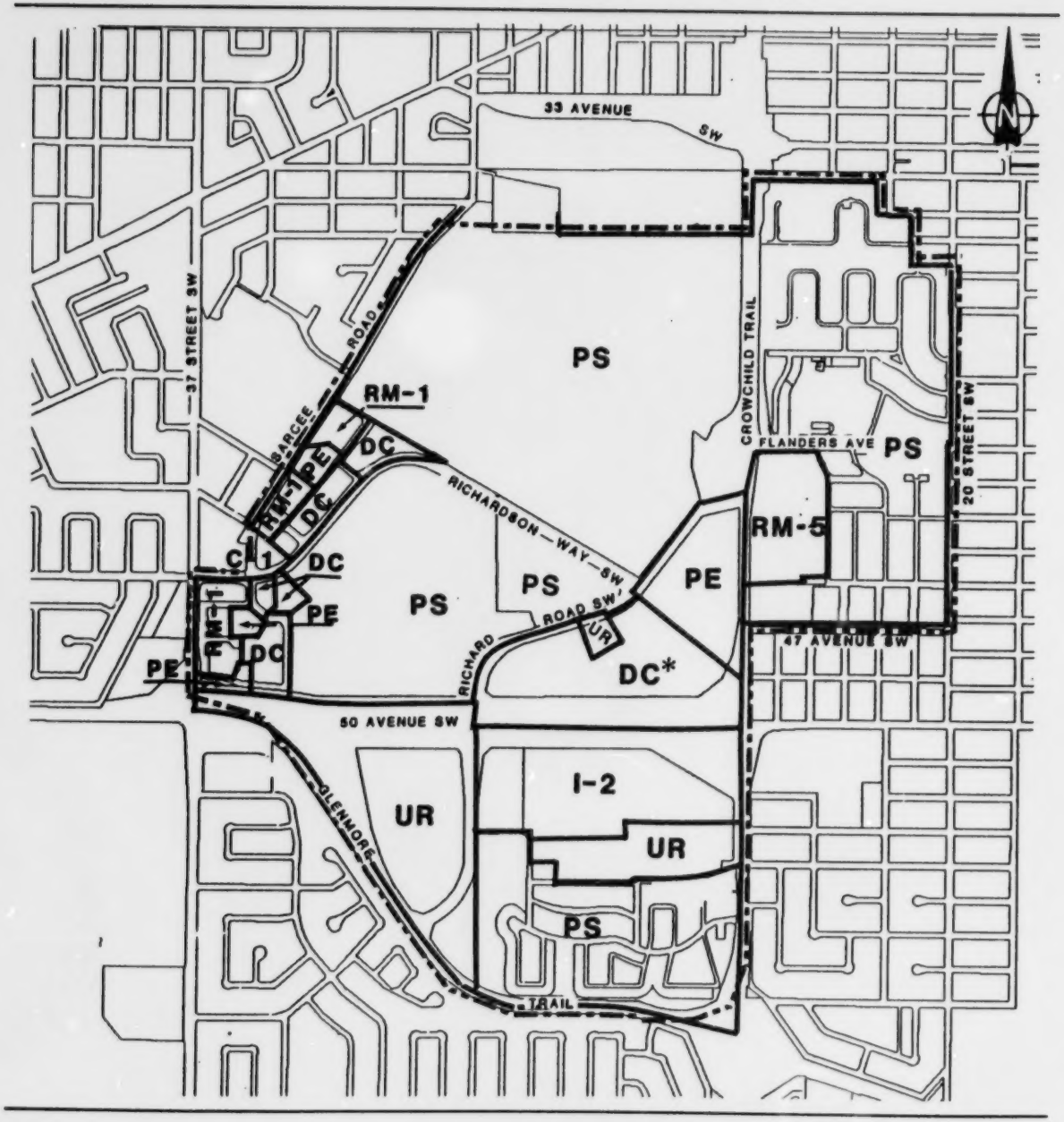

MAP 5
EXISTING LAND USE DISTRICTS

LEGEND

RM-1	Residential Low Density Multi-Dwelling
RM-5	Residential Medium Density Multi-Dwelling
C-1	Local Commercial
PS	Public Service
PE	Public Park, School and Recreation
I-2	General Light Industrial
UR	Urban Reserve
DC	Direct Control
*	Temporary Land Use Designation

0 200 800

metres

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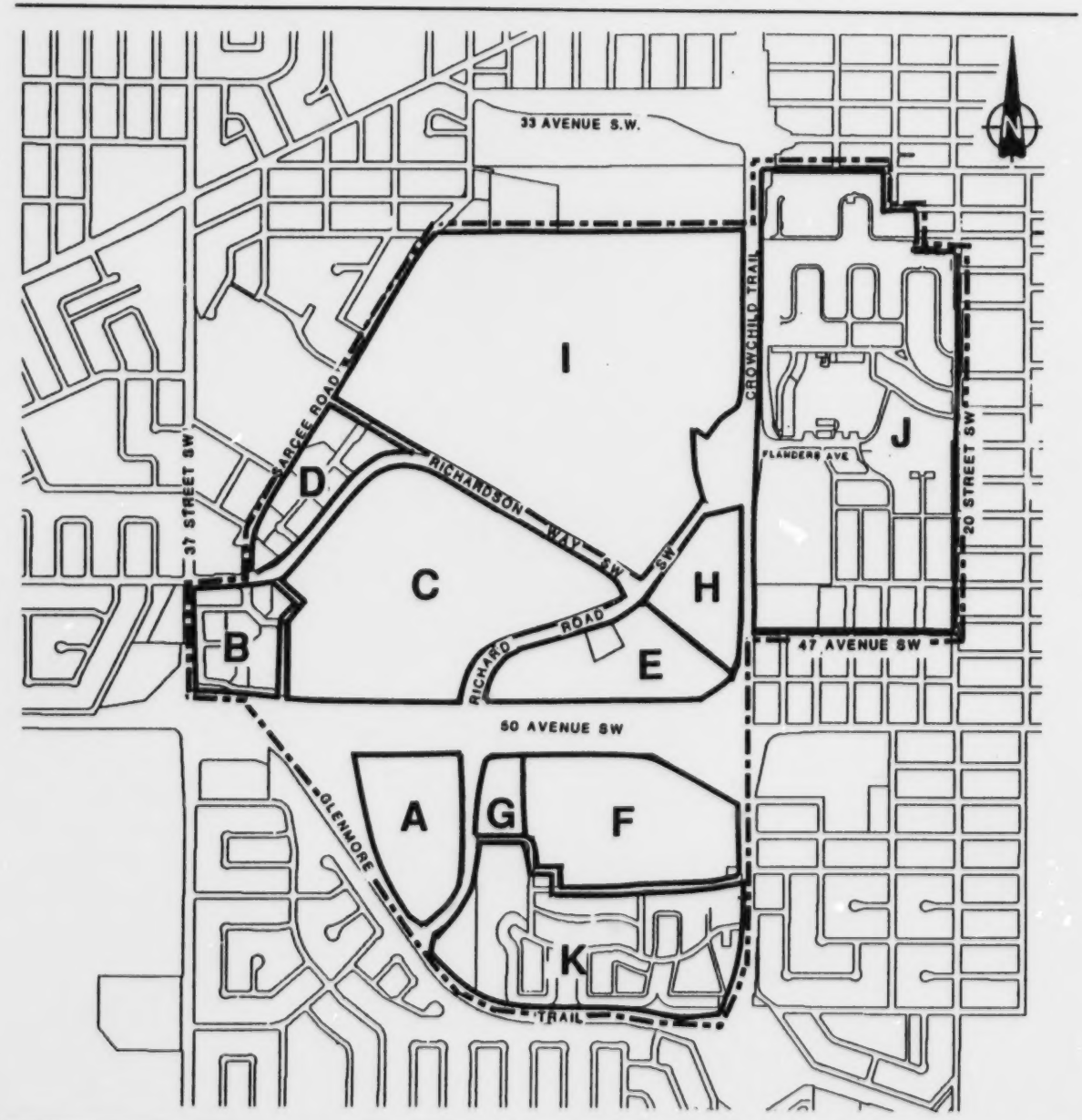

MAP 6
PARCEL IDENTIFICATION

LEGEND

	Parcel Size Acres	Hectares
A	29.3	11.9
B	19.0	7.7
C	104.6	42.3
D	23.0	9.3
E	32.0	13.0
F	56.4	11.9
G	7.4	3.0
H	20.0	8.1
I	155.0	62.7
J	175.0	70.8
K	79.7	32.3
Total	701.4	253.9
Study Area	847.5	343.0

0 200 800
metres

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III STUDY PROCESS

A. Mandate and Assumptions

City Council authorized preparation of this Study on 1991 April 25 and directed that it be completed for presentation in November 1991. The approved Terms of Reference for the Study and Alderman Reid's motion establishing the Study and outlining its role are contained in the Appendix. This Study prepared different development concepts but does not undertake an evaluation of the concepts to determine which is "preferred." The concepts (which are illustrated in general terms in Section V) were generated as the "most appropriate" land use plan, given the particular 50 Avenue configuration. In a sense, each of the concepts is the "preferred" land use plan for a specific 50 Avenue option. The concepts were then combined to create a Consolidated Plan.

The Study participants established a set of planning principles to guide the development of the concepts. All of the principles were not applicable in the three options by virtue of their distinct set of parameters. It should be recognized, however, that these principles focus on what is the best planning solution for Lincoln Park and its immediate neighbours while the decision on 50 Avenue will be decided by City Council based on city-wide as well as local interests which may or may not be in conflict with the Lincoln Park principles.

In Council's authorization of the Study and in subsequent discussions of the Advisory Committee, several assumptions were incorporated into the study process:

1. Implementation/Traffic

Due to the short time alloted for the Study and the unique hypothetical and conceptual nature of the 50 Avenue and land use assumptions, it was impossible to undertake a detailed traffic analysis. Consequently, particular importance will have to be put on the redesignation/concept plan stage of development approval where more detailed traffic generation analysis will permit more detailed evaluation.

Without a traffic impact study, the civic administration is unable to offer an evaluation of the impact of the possible development scenarios on Lincoln Park traffic, downstream traffic or required road standards. The Study recommendations for particular types of land uses, forms of development and redesignation requirements attempt to address some of the potential impacts - particularly the downstream traffic impacts.

The administration has not evaluated the road schemes illustrated in Section V and makes no comment on their workability or acceptability.

2. Implementation/Monitoring

In preparing the Study, it became clear that, due to the complexities and uncertainties in the area, a single approved "plan" could not provide the guidance necessary to respond to initiatives, applications and changes. For this reason, and to avoid the need for further studies in the near future, **the Study recommends the establishment of a Lincoln Park Community Development Committee.** This Committee would, among other functions, advise the Ap-

proving Authority on applications, assist in interpreting this Plan and provide a forum for landowners and communities. Membership on this committee would be similar to the Lincoln Park Advisory Committee which contributed to the preparation of this Study.

3. CFB Calgary

The Department of National Defence (DND) is the largest landowner in Lincoln Park and any substantial change in the operation of the base could have a substantial effect on the future of Lincoln Park. During the preparation of this Study, there was no indication from DND that any changes were contemplated and the Study was completed on that basis. Should substantial changes occur, a review of this Plan should be considered.

4. Mixed Land Uses

The Study proposes a list of appropriate land uses for the sites in Lincoln Park. Although not explicitly stated, in most of these uses, inclusion of a minor component of other uses would be encouraged, where appropriate, to achieve a mixed-use community. For example, some retail space would be welcomed in an institutional area to provide services to the residents/staff and to the general public.

B. Goals and Principles

The Study participants approved the following statement of goals and planning principles for development in Lincoln Park. These general goals, principles and expectations would be modified according to the fixed parameters in the three options.

1. Goals:

1. The purpose of this Study is to propose land use planning solutions which reflect accepted planning principles and are compatible with overall city planning objectives and, to the extent possible, achieve the goals of the individual landowners.

2. The Study process is based on the principle that cooperation amongst all parties, in a comprehensive planning process offers the best chance for the creation of a plan acceptable to City Council and the existing stakeholders.

2. Principles:

1. Lincoln Park should contain a mix of residential, commercial and institutional uses.

2. A community focal point should be created where possible as a catalyst for community interaction.

3. Traffic impacts on downstream communities must be minimized.

4. Pedestrian movement should be encouraged and facilitated.

5. Transit usage should be encouraged and facilitated.

6. Non-vehicular connections to adjacent communities should be strengthened.

7. The Lincoln Park build out will take 10-20 years and will require a flexible, incremental development strategy.

8. Mount Royal College is the principal existing community service.

9. Bishop Carroll Separate High School, with its associated playfields, is a secondary existing community service.

10. Development in Lincoln Park should complement and fulfil the needs of existing land users and reflect the economic realities as much as possible.

Principles: Rationale and Implementation

1. *Lincoln Park should contain a mix of residential, commercial and institutional uses.*

This principle is basic to the development concept of the area.

- An over abundance of any one land use would reduce the potential for animation, interest and interdependence in the area. ' A mix of uses could meet an individual's housing, commercial, recreational, educational and personal service needs. This variety would help create a place that people would like to visit and, as such, it would provide a central focus for the southwest communities.

- A mix of uses should reduce the number of external vehicle trips generated, as more needs can be met on foot or by car within the area.

- Housing - The Calgary General Municipal Plan calls for increasing residential densities in the city where possible. This policy improves the efficiency of the infrastructure (roads, schools, parks, utilities). New inner area housing, in particular, offers revitalization to community services and facilities. The General Plan identifies the Lincoln Park area as having a substantial potential for residential development (Calgary General Municipal Plan , Table 2.1.3).

- Commercial - The inclusion of commercial uses is important in the area. They serve area residents and will create some additional employment in southwest Calgary. As commercial uses are developed closer to the residents they serve, the amount of

necessary travelling is reduced. Commercial development, particularly stores and restaurants, provides opportunities for people to come together in an enjoyable setting which will contribute to the overall Lincoln Park community.

- Institutional - The suitable siting of institutional uses is particularly of important concern to the City, as these facilities are generally public in nature. They often require large parcels with good access. Existing institutional users in Lincoln Park have indicated interest in expanding their lands to provide increased service to the city-wide community. Where inter-relations exist, such expansions are logical. Other institutional uses are appropriate in Lincoln Park depending on their specific nature and how they contribute to the principles established for new area development.

2. *A community focal point should be created where possible as a catalyst for community interaction.*

The Study participants identified the need for a "heart" in Lincoln Park if the type of urban environment desired is to occur. The "town centre" or activity centre, as visualized in the non expressway options, would reflect a number of elements :

- pedestrian orientation, street furniture, quality facade treatment
- contain a mix of retail and personal service uses, possibly with the inclusion of some institutional/residential development
- discourage through traffic
- possibly incorporate a transit corridor through the middle of the site.

The town centre is what will make Lincoln Park development "unique" in the southwest and will provide an organizing principle and direction for other area development. Its location, in the middle of Lincoln Park, would tie together the four quadrants and the major landowners.

In the freeway option there was still a desire to create a focus in Lincoln Park. Because of the limitation imposed by the expressway, a substantially different type of centre would be contemplated. This centre may be more vehicular and regionally oriented than the joint regional/local pedestrian scale centre contemplated in the non-expressway option. Considering the realities of land ownership, development timing and the need for parking, it is expected that the activity centre function would be served by Mount Royal College in this scenario.

3. *Traffic impacts on downstream communities must be minimized.*

a) A mix of land uses and mixed use development is proposed to minimize the number of trips to destinations outside Lincoln Park.

Residential land uses, such as student housing and housing for DND employees, are proposed to complement existing and future demands within Lincoln Park, . Work and school trips from residential communities outside of Lincoln Park would be reduced proportionately.

Institutional uses may also minimize downstream traffic. Expansion of educational institutions does not generally create significant trips in the normal peak hours.

Commercial land uses are proposed to provide services for existing and future internal demands. Some offices and retail services will provide jobs for DND spouses and students. Work trips for residents and students within Lincoln Park to outside destinations should be reduced.

b) Residential (DND, student, senior) and other land uses are encouraged that would minimize peak hour work trips, which create the greatest traffic impacts on downstream communities.

c) Road alignments in the Lincoln Park discontinuous option will discourage through movements if 50 Avenue connects with Glenmore Trail, southwest of the Glenmore/37 Street intersection.

Roads connecting to regional streets will be designed to provide access to Lincoln Park, but not to allow through movements. Richard Road will be "discontinuous" through Lincoln Park.

d) Implementation procedures will be adopted to ensure that developments minimize or reduce the potential for downstream traffic impacts.

e) Mixed use development may draw traffic to the area, thus reducing existing downstream impacts.

4. *Pedestrian movement should be encouraged and facilitated.*

a) Pedestrian and cycle links, along streets or separated, are proposed in the Study.

Walkways that are enclosed or designed to protect pedestrians from the prevailing elements are proposed connecting different developments.

Major land uses in all four quadrants are designed to interface at the Lincoln Park "Centre" in the non-freeway options, encouraging pedestrian trips between such land uses. Students and staff at Mount Royal College, for example, would be able to walk to restaurants and services in the "Centre" rather than driving outside of the area.

The Lincoln Park "Centre" is viable in two of the three land use scenarios; the discontinuous 50 Avenue and 50 Avenue as a continuous major road. In the latter scenario, approval of a pedestrian crossing of 50 Avenue would be sought to knit the north and south sides together. More work would be needed to maximize this potential to achieve the planning principle in this scenario.

b) Roads in the Lincoln Park area will be designed to facilitate pedestrian and cycle movement.

Roads will be typically designed at a pedestrian scale emanating from the Lincoln Park "Centre" in directions that facilitate direct access between land uses. Roads in Lincoln Park will have to be designed to accommodate their intended traffic volumes as well.

The freeway scenario is necessarily more vehicle oriented and there is less expectation/opportunity for pedestrian movements as envisaged in the other options. The Richard Road crossing of 50 Avenue will be designed to encourage pedestrian/cycle connections as much as possible within reasonable costs. This could include enclosed Plus 15 type or weather protected connections.

5. *Transit usage should be encouraged and facilitated.*

a) Access roads should be designed to facilitate ready transit access to the "Centre" and/or other ride generators.

The proposed Lincoln Park developments represent a significant transit market opportunity. When the proposed west LRT leg is built to the Westbrook Shopping Centre, it may be reasonable to provide a significant bus link between the Westbrook LRT Station and Chinook LRT Station. Such a route could provide ready access through a Lincoln Park "Centre".

b) A significant transit/pedestrian area could facilitate transit use. In Concepts 1 and 2 this could be located near the "Centre".

Routes and stops through the Lincoln Park area should be planned to attract high usage by students, residents and employees in the Lincoln Park area.

A transit/pedestrian facility should provide protection from the elements, should be located to provide direct access to major transit related activity centres (such as Mount Royal College and seniors housing, "town centre") and should have adjacent complementary services, such as shops.

c) Routes and bus stops should be designed to provide direct connections to all activity centres.

Other educational, residential and employment centres should have ready access to bus routes which relate to their activities. Residential and employment uses should be connected to the Westbrook/Chinook and Downtown routes. Schools should be connected to routes through communities in the school catchment area. Routes to serve the existing DND Lincoln Park PMQ's require immediate review.

6. *Non-vehicular connections to adjacent communities should be strengthened.*

a) Pedestrian/cycle connections should be planned to connect with existing or future pathways and systems in adjacent communities.

Pathways are proposed to connect to Lakeview via 37 Street and via a system leading southwest from the central area.

Pathways are planned to connect to North Glenmore via a system leading southeast from the "Centre" to the existing pedestrian bridge over Crowchild Trail north of Glenmore Trail.

Walks on 50 Avenue and paths through parks or playgrounds are planned to connect to North Glenmore/South Calgary via 50 Avenue through the proposed interchange at Crowchild Trail.

Pathways are planned to connect to Currie/South Calgary via a system leading northeast from the "Centre" to the Flanders overpass.

Pathways are planned to connect to Rutland Park and Glamorgan via a system leading northwest from the "Centre" through Mount Royal College.

b) Existing transit routes from adjacent communities should be routed through the Lincoln Park "Centre", if reasonable.

7. *The Lincoln Park build out will take 10-20 years and will require a flexible, incremental development strategy.*

The phasing and control of development in Lincoln Park is a very complex matter, due in large part to the uncertainties in the area. Development is likely to occur in several distinct time periods corresponding to the resolution of issues such as the final alignment of 50 Avenue, the possibility of M.R.C. and the Separate School Board expansion and Atco's decision on land acquisition. These matters will determine the future of Lincoln Park and decisions in this regard will be made over the next 15 years. Over this build out period a unique implementation strategy will be required to ensure that development respects the planning concepts, presented in this document. This strategy will recognize the need for flexibility to meet the inevitable unforseen circumstances and retain the strength to ensure that the basic concepts supported by City Council are adhered to.

The proposed implementation strategy is presented in Section IV.

8. *Mount Royal College is the principal existing community service.*

9. *Bishop Carroll Separate High School with its associated playfields is a secondary existing community service.*

10. *Development in Lincoln Park should complement and fulfil the needs of existing land owners and the economic realities of development in Lincoln Park as much as possible.*

It is important in planning an area to "build on what you have". Thus, to the extent possible, the proposed development concepts are based on the existing area uses. New housing is proposed close to existing housing. The need for institutional expansion is recognized and incorporated. Design guidelines, which ensure that the needs of existing area residents are respected, and included in the Plan.

When proposing a unique planning approach, as in this Study, the feasibility of development must be considered to ensure the concepts are workable. Although the Study did not undertake a market or economic analysis, the participants are satisfied that, considering the length of time over which development will occur and the City's role as a major landowner, the Study concepts are attainable.

C. Advisory Committee

The Lincoln Park Special Planning Study has been prepared by the Planning & Building Department, with the assistance and advice of the Advisory Committee established by City Council. The Advisory Committee is comprised of representatives of the major landowners and the surrounding communities. (A list of the members and those involved in the Study preparation is included in the Appendix). Its members have met intensively, in many formal and informal meetings since the Study began. The concepts, as presented, represent significant compromise by many of the parties in the hope that a cooperative effort would provide better results than individual interests working on their own.

The process was also unique in that the landowners as a group retained the services of "process consultants" to assist in facilitating discussion and decision-making.

Advisory Committee Representation

Residents, businesses and landowners are normally represented on an "advisory committee" in most planning processes. The Lincoln Park Advisory Committee was established by Council motion for this purpose. Its representation specifically included the major landowners in the area:

"1. One representative of each of the major area landowners:

- •Mount Royal College
- •Department of National Defence
- •Brookfield Developments (BCED)
- •Separate School Board
- •City of Calgary Land and Housing Department

(The Advisory Committee will consult with other land owners as required).

2. A minimum of two representatives of the immediately adjacent communities.

3. Planning and Building Department/Transportation Department staff."

The Lincoln Park Advisory Committee was established with all of the above members, including communities which are "immediately adjacent". Representation was also extended to certain "downstream" communities.

a) Lincoln Park Community

There is no formal "Community Association" within the boundaries of the Lincoln Park area. Existing "community" residents may be categorized in the four broad groups:

i) Department of National Defence PMQ's
ii) Mount Royal College Student Housing
iii) Bethany Tower and Horizon Village Seniors' Housing
iv) Lincoln Village subsidized housing.

The first two of the above groups were represented on the Lincoln Park Advisory Committee through the landowners. The landowners of the last two groups were also invited to attend.

b) Adjacent and Downstream Communities

Representatives of all adjacent communities and selected "downstream" communities were invited to attend all Advisory Committee Meetings. These representatives were encouraged to assist the Advisory Committee in developing and administering the Public Participation Program, as was directed by the Council motion:

> "Responsibility for involving members of the public will rest with the members of the Advisory Committee. The Planning & Building Department will not be undertaking its regular extensive public participation process due to time constraints."

D. Public Participation

In spite of the short time frame, an extensive public participation was undertaken as part of this Study. The Ward Alderman has played an active role with the stakeholders and the Planning & Building Department.

The Lincoln Park Planning Study, being a unique study and process, undertook to include representation not only from residents within its boundaries but also from adjacent communities and from communities which might be susceptible to "downstream" traffic impacts.

A number of community meetings were held with residents living in Lincoln Park and in the adjacent communities. A number of different groups were surveyed as to their preferred land uses for Lincoln Park. Surveys were sent to the Board Members of each of the relevant communities and were administered to the local residents. A detailed analysis of the survey responses is contained in the Appendix. An open house at Mount Royal College provided an opportunity for area residents to comment on the Study proposals.

E. Concept Development

The preparation of the alternative land use concepts began with a vision of "ideal futures" for Lincoln Park. As well as the general ideas put forth by Advisory Committee members, reference was made to the concepts explored in the past land use plans for the area. A variety of possible overall development concepts were considered :

- predominantly residential community
- retirement village
- major open space
- regional shopping, sector shopping mall
- reservation of area for special undefined future uses, e.g. stadium
- mixed use centre
- multi use area
- Franklin Park type business/warehouse area
- employment centre
- institutional expansion area.

These concepts had to be considered in the context of the three 50 Avenue scenarios. A number of these concepts were dependent upon ready access throughout the area and the creation of a large single "market" area. It was generally agreed that it would be very difficult to develop any effective way of linking uses north and south of an expressway and in the freeway option the development on either side of the expressway would have to be able to stand on its own.

After the visioning stage, the possible land uses concepts were evaluated in terms of:

- principles of good land use planning,
- goals of the individual stakeholders,
- city-wide planning goals expressed by the Planning & Building Department, and
- "attainability" or "reasonableness" of the concept - how likely would it be for the proposed concept actually to be realised. This included consideration of the timing of development, the likely current and future market and the effects of provincial and City funding priorities and municipal land use regulations.

This analysis indicated that new development:

- had to be able to be phased over the next 15 years with some parcels being available for development in the short term,
- should include a mix of residential, commercial and institutional opportunities,
- should not require major funding on the part of the City, Province or DND, and
- should attempt to minimize downstream traffic (for complete list see Section III (B) Principles).

In addition, there was a strong desire, if possible, to create a special place in Lincoln Park which would provide a "heart" for the southwest communities.

In applying the principles and "realities" to the land use visions listed above, the creation of a mixed use/multi use area, with at least one area developed as a pedestrian-oriented, mixed-use

activity centre, best fits the area needs and potentials. The possible creation of this "centre" would be facilitated by the City ownership of the preferred central parcel (D2 - 50 Avenue right-of-way) and the fact that this parcel would only be available for development if City Council should downgrade the ultimate status of 50 Avenue. Thus some surrounding development in Lincoln Park would be likely to have taken place, thereby setting a context and creating a market for the town centre.

In the expressway option, it proved impossible to realistically plan for the creation of an effective pedestrian oriented urban centre serving the whole area. The separation imposed on the area by the freeway would effectively create two completely separate development cells. The decision was to create a balance of uses in this option, particularly, recognizing the possibility of institutional expansion.

F. City-Wide Planning Goals

City Council, through the General Municipal Plan and a number of other policies, has established general city-wide planning goals to be reflected in proposed planning documents. The desire on the part of City Council to increase the residential population in the established areas has had the most substantial impact of city-wide policies on the preparation of this Plan. The policies enunciated in the General Municipal Plan which directly influenced this Study include:

1. Increase population density in the inner city.

4. Increase efficiency of land use in the inner-city -- e.g., increased use of vacant and under-used land, infill and selective redevelopment.

6. Ensure that the inner-city has a more balanced and stable population structure -- e.g., promote a more varied housing mix and provide services and facilities that cater to families and children.

7. Ensure that the design and development of more multi-purpose public and private facilities -- e.g., joint-use centres, shared car parks, offices over shops, multiple use of existing facilities, residential and commercial accommodation, etc. is undertaken.

8. Ensure that related facilities are located adjacent to each other in order to promote greater efficiency and convenience -- e.g., shared car parking in relation to community facilities, goods

distribution centres near to major transportation routes.

32. Ensure that the proportion of persons using public transit relative to the private car is increased particularly for the journey to work, by implementing more traffic management measures, improving transit services, etc. (Calgary General Municipal Plan, Section 2.1.1).

IV STUDY CONCLUSIONS

A. Land Use and Development Guidelines - General

Based on the principles outlined above and in Section III, several general development guidelines are proposed which should be used in the evaluation of all redesignation/development permit applications in the area.

1. Traffic Minimization

Applications for redesignation/development on sites D1, D3, E1, E2, F1, F2, G1, and G2 should be accompanied by a report indicating potential in-community and downstream traffic impacts and the methods used to minimize the traffic. (A number of methods are discussed in Section III).

2. Pedestrian/Cycle/Transit Circulation

These three movement modes will have a high priority in all options. Applications should clearly indicate the location and quality of walkways/cycle routes and ensure there is continuity between adjacent routes. Proposed operational policies (e.g., car pooling and parking rates) and policies which could reduce vehicle usage will also be relevant. The safety, comfort and efficiency of the transit system is a primary concern in the area and should be addressed where relevant.

3. Design Continuity

Developments in the area should incorporate some consistent design elements to create an attractive appearance in the area and tie area development together. The hope for a central area in particular is that a general pedestrian oriented "theme" would be pursued. Without attention to design details, the area could lose any continuity between buildings and appear simply as a collection of separate buildings having no interconnection or interdependence. The use of sloped roofs or roof parapet features in all buildings would be one option. The initial area development, which would likely take place on site E or G, will start to set this "theme" and this element should be considered carefully in designs for that site.

4. Building Height and Density, Parking Standards

This Study has not addressed standards in these areas. The concept of "being a good neighbour" will apply, particularly adjacent to existing or proposed housing.

5. Mixed Uses

A mixture of uses is encouraged wherever possible and a small component of a supporting land use could likely be accommodated on any of the sites. Care should be taken to ensure the compatibility of various uses.

6. Landscaping

There is an obvious need in Lincoln Park for substantial landscaping/tree planting to soften the area and make it more attractive. All new development will be expected to contribute substantially to this type of area beautification.

B. Land Use and Development Guidelines - Site Specific

These guidelines should be considered by the Approving Authority in the review of redesignation /development applications in addition to the regular development approval process. Some of these guidelines may be inappropriate in the case of some proposed developments which meet the goals of the area in ways not contemplated here.

Site A: City-Owned Land on Richardson Way

These two parcels, currently owned by the City, are zoned RM-4 allowing multi-unit development to a maximum of 150 units. It is expected the site will develop in a townhouse form at a substantially lower density. The site is bounded on the west, south and north by Richardson Circle. To the north is Bethany Chapel property, west across Richardson Circle are lands approved for townhousing owned by Bethany Chapel and to the southwest is a medical clinic

These parcels were removed from the land sale moratorium by Council in relation to its 1991 April 8 decision on the sale of the Bethany Chapel lands and are now available for development.

Although somewhat remote from the central area of Lincoln Park which has been the major subject of this Study, residential development on these parcels should contribute to the basic goals

for the overall area development. Pedestrian connections should be provided through the site, facilitating movement from the proposed Bethany project and Sarcee Co-op Housing in the west to Mount Royal College. Noise from helicopters serving CFB Calgary should be considered in building design and siting. This Study supports residential development on this site.

Development Guideline Summary

- pedestrian connections from west to east
- address helicopter noise (no ameliorating action may be possible)
- contribute to general area design theme (Section IV, 1(3)).

Site B: Provincially-Owned Site Adjacent to the Bethany Village Tower

This site covers 0.7 ha (1.8 acres) adjacent to the Bethany Tower and is zoned RM-4 allowing 3-4 storey residential development.

There is currently a request before the Provincial Government to allow development of an additional seniors' housing project on this site. The proposal, which has not yet been presented to the City, will contain additional seniors' apartments and various activity areas which will serve residents in both the existing and the proposed buildings. This is an appropriate use and is supported by this Plan.

An important principle behind development in the Lincoln Park area is continuity of pedestrian and cycle links. Recognizing that both seniors from the existing project and residents of the Lincoln Village development to the west visit the College for various reasons, the need for walkway/bikeway connections around or through this site is clear.

Development Guideline Summary

- pedestrian connections from west to east
- sidewalk construction along Lincoln Way
- design should integrate with existing Bethany Village but if possible recognize some of the design elements in the neighbouring housing.

Site C: Provincially-Owned Site Adjacent to 37 Street S.W.

This is the last of the RM-1 (low density townhousing) sites controlled by the Department of Municipal Affairs in the area. The site is 1.33 acres (0.5 hectares) in area. Development on the site would close the west side of the "Lincoln Village " residential area from 37 Street and substantially improve this area for the existing residents. Residential development on this site is supported by this Study.

Development Guideline Summary

- sidewalk construction along Lincoln Way
- recognize some of the design elements of other area housing.

Site D1: **50 Avenue ROW - west of Richard Road**

Site D2: **50 Avenue ROW - intersection of 50 Avenue/Richard Road**

Site D3: **50 Avenue ROW - east of Richard Road**

These sites will only be released for development should City Council decide to downgrade the ultimate status of 50 Avenue.

The freeway right-of-way is the pivotal parcel in Lincoln Park development (See Map 7 for acreage of 50 Avenue right-of-way). Situated in the middle of Lincoln Park, it can tie the north and south together as in the discontinuous road option while, as a freeway, it will create a substantial barrier between the north and south cells of Lincoln Park.

Sites D1 and D3 generally consist of a 43 metre (140 foot) strip on the north and a 36 metre (120 foot) strip on the south side of 50 Avenue. D1 widens close to the 37 Street /Glenmore Trail intersection providing for connections from 50 Avenue to Glenmore Trail. Once the interchange configuration and the 50 Avenue alignment are defined, any surplus portions of the right-of-way could be disposed of for development. D1 encompasses 11.3 hectares (28 acres) and D3, excluding the existing 50 Avenue is 8.1 hectares (20 acres).

The appropriate uses on this site will be determined, in large part, by the adjacent development to the north and south. Prior to disposing of the land, the City should be aware of the type of development proposed and its potential impact on the overall Lincoln Park development. If they become available, these sites will likely be the last to develop as they are the 50 Avenue right-of-way.

MAP 7: 50 AVENUE RIGHT-OF-WAY ACREAGES

If Council approves the 50 Avenue freeway, interim uses may be considered on Site D, due to the timing of actual construction. Such development will have to be reviewed carefully by the City to ensure that overall area development is not prejudiced. The right-of-way through this area should not become an unattractive

right-of-way of free standing food outlets or vehicle sales and service facilities. The Lincoln Park Community Development Committee should advise the City on the appropriateness of particular uses and designs.

Through existing City policy, adjacent landowners will be informed should these sites be declared surplus and removed from road right-of-way to be sold.

Development Guideline Summary

- Development should be fully integrated into the adjacent development as described in the concept plans submitted in conjunction with the development of those sites.
- Design should respect area design theme.
- Pedestrian/cycle/transit movement should be facilitated.
- The City should consider the use of proposal calls to implement Town Centre development.
- A traffic impact study will be required for major development.

Site D1: 50 Avenue Right-of-Way (ROW) - west of Richard Road

Land Uses

The Study recommends primarily institutional or residential uses as the most appropriate on the north side of this parcel adjacent to Mount Royal College. Whether or not Mount Royal College undergoes a major expansion, it is very likely that there will be a need on the College's part for all or a portion of these lands. This would generally be an appropriate use; however, the type of institutional development which would take place on these lands will require consideration in terms of the overall planning objectives for the area. For example, student residences may be an excellent use adjacent to the other west Lincoln Park housing. On the south side of the parcel adjacent to Site E, commercial or residential development could be included. Site D1 also includes a wedge of land extending south along Glenmore Trail which would clearly have a predominantly commercial potential.

Development Guidelines

Development on this narrow site will have to fully integrate with the adjacent developments to the north and south. This primarily means recognizing the need to encourage pedestrian movement into the town centre and across 50 Avenue. Development on the adjacent parcels must occur in a way to ensure that access can be provided to this site should it become available.

Site D2: 50 Avenue ROW Richard Road/50 Avenue intersection

Land Uses

Proper development of this site is essential to the goals of Concept 1 and is very important if Lincoln Park is to provide the pedestrian scale centre discussed earlier.

Development Guidelines

Guidelines addressing important elements of the town centre development as proposed in Concepts 1 and 2 are presented in Appendix E.

Development of this area will be a very complex matter, requiring detailed attention to urban design, land use and circulation. It is probable that the City will need to retain some level of direct involvement in the development to ensure quality control. Use of a proposal call process may be the most effective way to facilitate creation of a workable centre.

Site D3: 50 Avenue ROW- east of Richard Road

Land Use

Under both non-expressway options, institutional and commercial uses are seen as appropriate on the portion of this site north of 50 Avenue. To the south of 50 Avenue, commercial development would be an appropriate use in both options.

Development Guidelines

Development on this site should respect the general principles relating to pedestrian and cycle access. Adjacent development on the lands to the north and south will have been designed to incorporate this land.

Sites E1 and E2: Brookfield Properties

The lands currently owned by Brookfield Development Corporation have been divided into two sites for the purpose of this Study. E1, approximately 6 hectares (15 acres) in size is the northern and northeastern portion of the parcel. The remaining site of approximately the same size lies along Glenmore Trail and is more remote from the central area.

Site E1: Land Use and Development Guidelines

This site abuts the 50 Avenue right-of-way. Although 50 Avenue can be developed on a temporary basis to provide access to Brookfield property, any development on site E1, prior to construction on the 50 Avenue right-of-way properties, faces the difficult task of being able to fit with either a freeway or with a fine grained, mixed-use town centre. Such a form of development, which reserves the northern portion of the site for medium and high density residential until the 50 Avenue right-of-way question is decided and allows commercial to the south, could meet this requirement. Should 50 Avenue be confirmed as an expressway, the reserved residential sites may be developed for commercial uses. In addition, the scale of commercial development on the site will have to relate to the potential town centre - smaller parcels, quality facade treatment, pedestrian connections, and reduced front yards, for example. Such development guidelines would be necessary in any redesignation application for the site. The southern portion of site E1 could be developed with commercial and particularly retail uses.

Development Guideline Summary

- A concept plan will be required indicating how development will meet the Study guidelines. In particular, how the proposed development could contribute to town centre development and how it can accommodate 50 Avenue as an expressway. An initial concept plan will be required in conjunction with redesignation. Subsequent proposals should be in keeping with the concept plan, or changes should be indicated and evaluated.
- Residential townhousing, apartments are encouraged.
- Commercial should be designed to be primarily retail, restaurant or personal service uses.
- Development should be pedestrian oriented and contribute to the creation of an attractive streetscape. Pedestrian oriented signage, street furniture and quality facade treatment would be required.
- Area design theme should be respected.
- Pedesrtrian/cycle/transit movement should be facilitated.
- Traffic impact study required (as with concept plan an initial study should be provided and subsequent proposals should refer to it).

Site E2: Land Uses and Development Guidelines

This site has been evaluated as suitable for a range of commercial uses in all three 50 Avenue scenarios. Development would front onto Glenmore Trail, although access would likely be from Richard Road.

Development on this site will be particularly visible from Glenmore Trail and, therefore, facade treatment will be important. Some similar design features should be used in all development on the site to give a visual continuity to the area. The generalized pedestrian links illustrated in relation to this area should be respected.

The development closest to Richard Road will be highly visible from the Lincoln Park Married Quarters. Design of these buildings should take one of two approaches - either creation of a

single storey retail strip along Richard Road facing east or major buildings substantially set back from Richard Road.

Landscaping should be provided, including in and around parking lots on the site. The maximum height of buildings on sites E1 and E2 should be approximately 3-4 storeys, although residential towers closer to 50 Avenue could be accommodated.

Development Guideline Summary

- Commercial (e.g., office, retail, distribution) uses/rules would be acceptable, generally 3-4 storey maximum height.
- A sector or smaller size mall could be considered, particularly if it was not enclosed.
- Opportunity for pedestrian/cycle links should be incorporated.
- Substantial landscaping/screening should be located on the east side (DND interface) or pedestrian oriented strip retail.
- Area design theme should be respected.
- Side walks are required throughout the area.
- A traffic impact study would be required.

Sites F1 and F2: Atco (City of Calgary)

These sites are currently the location of the Atco operation and are owned by the City. Atco has an option to purchase the property in 2001. F1, the northern site, is adjacent to the 50 Avenue right-of-way and new development would have to take into consideration the different roadway options. F2, to the south, abuts the DND Lincoln Park Married Quarters.

Site F1

This site, located along 50 Avenue, has been identified as a potential commercial site (retail, office, entertainment, distribution) with development oriented to 50 Avenue in the non-expressway options. Access would be from Richard Road, should the expressway be built. The southern portion of this site could be developed residentially with site F2.

Development Guideline Summary

- Area design theme should be respected.
- Sidewalks are required throughout the area.
- Interface with possible future residential to south should be described.
- A traffic impact study is required.

Site F2

This site, the current active manufacturing area of Atco, would be appropriate as a residential area should Atco relocate in the future. Housing would likely be in a townhouse or walkup apartment form. The amount of housing would depend on the market and the type and amount of development which had occurred to the north on site F1. As substantial traffic volumes could be created, consideration of the impacts of this traffic would be necessary prior to development approval. It is unlikely that this property would be developed in the next decade and a number of private and public investment decisions affecting the development potential of this site including the 50 Avenue decision will occur prior to that time.

Residential uses are important in Lincoln Park due in part to the importance of realizing residential "infilling" opportunities in the inner areas of the city. This site, with its proximity to the DND housing and its significant size, can create an environment acceptable for residential development. In the interests of maximizing integration, the Department of National Defence is encouraged to eliminate all barriers possible to free movement between base housing and new non-military residential areas.

Development Guideline Summary

- Predominantly residential use with support retail.
- Pedestrian/cycle/transit movements should be facilitated.
- A strip of commercial development could be accommodated on the Crowchild Trail frontage; however, access would have to be through site F1. This type of development would also reduce the need for noise barriers along Crowchild Trail. If such development was envisaged it would be important to consider using the southern portion of Site F1 to supplement the amount of housing created in the area.

Sites G1 and G2: City-Owned Media Housing Site

These sites comprise the City-owned parcel used for Media housing during the Olympics. The parcel extends along 50 Avenue from Crowchild Trail to Richard Road and is bounded on the north by Richard Road and to the east by the Bishop Carroll High School lands. The site is currently vacant and retains the DC designation which allowed the Media Village construction.

Sites G1 and G2

Site G1 is the closest to the town centre area. As a result, the way in which it is developed is particularly important if the concepts presented in this Study are to be realized. As with site E1 (Brookfield north) any development which occurs on these properties prior to a 50 Avenue decision would have to be compatible with both a freeway and a town centre; two completely different types of development. If the landowner is unable to meet this requirement, no development should proceed. The work undertaken in the Study suggests that, through proper phasing and use of a concept plan, development on these parcels can be integrated into whichever of the different 50 Avenue scenarios eventually occurs.

Sites G1 and G2 are appropriate under different circumstances for institutional, residential and/or commercial purposes.

The location of Site G is suitable for institutional development due to it being a large parcel under a single ownership, its proximity to existing institutional uses, the non peak hour traffic flow or contra-flow and apparent need for institutional expansion make this site suitable.

Residential uses are also a preferred use on the site. While residential development is considered a desired use, the hope for residential uses should not delay consideration of institutional uses. Although the site has a commercial market potential, it is important to provide the opportunity for institutional expansion and additional housing in Lincoln Park. Commercial development could occur along the southern portions of this site adjacent to site D3. In the freeway option the viability of housing, although still acceptable, especially institutional housing (e.g., student residences), is reduced and commercial uses are added as a "preferred" use.

There is a very wide range of institutional uses and any development proposed for the site should be compatible with the objectives of the Study. For example, the development should minimize downstream traffic and add an element of animation to the area. On site G1, any use must be able to support/encourage town centre development.

Development Guideline Summary

Site G1

- Pedestrian/cycle/transit movement should be facilitated. Allowance for public movement through the site is essential.
- A concept plan is required to ensure development will integrate with a 50 Avenue expressway or support a town centre.
- A traffic impact study is required.
- Reduced front and side yards are encouraged to improve pedestrian streetscape.
- "finer grain" development closer to possible town centre.
- General design theme should be respected.

Site G2

- General design theme should be respected.
- Reduced front yards.
- A traffic impact study is required.
- Publically usable components should be encouraged to be easily accessible in any non-residential development.
- A concept plan is required to indicate how development will integrate with possible expressway or development on the right-of-way.
- Buildings should generally be oriented to the sidewalk and not separated from the sidewalk by extensive parking areas.

C. Access and Circulation

Vehicular Access

As agreed to by Council, detailed traffic impact studies have not been undertaken for the proposed land use alternatives. Preliminary evaluations of the alternatives indicate that existing vehicular access to the Lincoln Park area will need to be retained and new vehicular access will be required.

Existing vehicular access is provided from Crowchild Trail via Flanders Avenue and 50 Avenue, from Glenmore Trail via Richard Road and from 37 Street via Richardson Way.

In land use Alternative 1, an additional all turns grade separated access should be considered on the 50 Avenue right-of-way at Glenmore Trail.

In land use Alternative 2, 50 Avenue as a continuous major street will provide access at two or more intersections to adjacent development areas.

In land use Alternative 3, access is provided from the Richard Road interchange on the 50 Avenue freeway.

In all three land use alternatives, it is proposed that Richard Road would be discontinuous to discourage shortcutting through Lincoln Park between Glenmore Trail and the Flanders Avenue interchange.

Pedestrian/Cycle Access

The Lincoln Park Advisory Committee adopted the principles that:

"Pedestrian movement should be encouraged and facilitated".

"Non-vehicular connections to adjacent communities should be strengthened" (see Section III, B, 6).

The Lincoln Park Planning Study proposes to accomplish this objective by a coordinated design focused on the Lincoln Park "Centre". The Lincoln Park "Centre" itself is conceived as a pedestrian scale development, with shops and businesses that open onto active pedestrian streets or malls, similar to the Barclay Mall (3rd Street Mall).

Pedestrian streets and cycle paths are proposed to connect all quadrants of Lincoln Park to the activity "Centre". Some of these "streets" may be enclosed, such as the interior malls of Mount Royal College. Outdoor streets and paths are to be designed to protect pedestrians from prevailing elements and to provide a variety of active interests along their path.

Pedestrian streets and paths are to be designed with respect to the "desire lines" within the Lincoln Park area and to connect to existing and future pedestrian systems in adjoining communities. The streets and paths should provide direct connections to existing and future pedestrian grade separations at Crowchild Trail and at Glenmore Trail.

In land use Alternative 2, where 50 Avenue is a continuous major road, an at-grade pedestrian crossing of 50 Avenue is proposed at the Lincoln Park "Centre". In land use Alternative 3, where 50 Avenue is a expressway, significant measures will be required to provide useable connections across 50 Avenue at the Richard Road interchange. Such measures might include enclosed Plus 15 type connections to knit together the pedestrian/cycle systems on the north and south sides of the expressway.

Transit Access

The Lincoln Park Advisory Committee adopted the principle that:

"Transit usage should be encourage and facilitated".

Existing and proposed Lincoln Park developments, including Mount Royal College, represent a significant market opportunity for Calgary Transit.

Calgary Transit has indicated that with development of the West LRT leg, a significant bus route between the existing Chinook LRT Station and the future Westbrook LRT Station would be considered, particularily if substantial demand had been generated by Lincoln Park development.

The vehicular access systems proposed support efficient operations of such a bus route through the Lincoln Park "Centre". As further development in Lincoln Park occurs, special consideration must be made to integrate transit services into the core buildings and pedestrian networks. In some cases, separate transit/pedestrian malls may be possible.

Significant transit stations are proposed at the Lincoln Park "Centre" in land use Alternatives 1 and 2, with direct connections to Mount Royal College and other significant buildings. In Concept 3, it is desirable to connect transit stations at the Richard Road interchange directly into pedestrian systems, including any Plus 15 type crossings of the 50 Avenue expressway.

Transportation Design Standards

To successfully effect the proposed land use concepts, and specifically the principles of encouraging pedestrian, cycle and transit activities, it is likely that special design standards will need to be considered.

Such design standards would include development of a street standard which would enhance the pedestrian environment, allowing vehicular access without its domination of the streetscape. Environments such as Barclay Mall or other older streets which have been retrofitted are contemplated. Some streets might include angle parking requirements.

Given the grid nature of the road network proposed for Lincoln Park, it is difficult for the City to assign its standard environmental traffic design guidelines to a given road. As such, the City will have to determine a method of ensuring that there is an adequate road network in the area equivolent to today's standards.

Special consideration of transit mall designs are also desirable in some cases, where pedestrian and cycle activity might be safely and comfortable integrated without significant impacts on transit operating schedules.

Traffic Impacts on Downstream Communities

The Lincoln Park Advisory Committee adopted the principle that:

"Traffic impacts on downstream communities must be minimized."

This principle is illustrative of the unique process undertaken for the Lincoln Park Special Planning Study, whereby the Advisory Committe included representation from adjacent and "downstream" communities. Downstream communities, particularly South Calgary, Elbow Park and Mount Royal, currently experience shortcutting by commuters attempting to avoid congested major streets. These communities are concerned that certain potential developments in Lincoln Park and other parts of west Calgary will exacerbate these problems. The concerns of these communities relating to Lincoln Park traffic are addressed as outlined below to the level possible with recommendations to address their concerns in the future.

Land Use Measures

The general land use plan recommended in the Study encourages a mix of land uses which will provide for the residential, service, educational and employment needs of people in Lincoln Park and the surrounding communities.

The mix of development types will focus on providing complementary services which will reduce the need for vehicular trips outside of the community, particularly peak hour trips destined for the downtown. Such land uses may reduce existing shortcutting trips as well as potential future trips. These types of land uses are detailed in Section III, B, 2 of this report.

Non-Vehicular Transportation Modes

Specific principles have been adopted by the Lincoln Park Advisory Committee with respect to Pedestrian/Cycle and Transit modes. These principles emphasize the use of non-vehicular modes and are complementary to both the mixed land use principle and the principle of minimizing shortcutting traffic.

Traffic Impact Studies

Development Guidelines for each of the major land use parcels include requirements for a Traffic Impact Study.

These studies should not only address the local access and capacity requirements for the proposed developments, but they must also address the shortcutting traffic impacts on downstream communities.

If shortcutting traffic impacts generated by proposed developments are found to be significantly negative, the Traffic Impact Study will propose traffic mitigation measures to reduce the impacts to levels acceptable to the Approving Authority.

D. IMPLEMENTATION

This Study does not propose a specific detailed Plan for the development of Lincoln Park, rather it indicates in general terms how the area can be developed incrementally to create a viable, attractive area in southwest Calgary. As there is no detailed Plan, it will be up to City Council and the Approving Authority to translate the visions described in this Study into reality. To assist in this process and to recognize issues which were raised through the study the following steps are proposed:

1. A Lincoln Park Community Development Committee will be formed to advise the appropriate authorities on development applications and other matters related to Lincoln Park. Membership on this Committee would be based on the Lincoln Park Advisory Committee which prepared this Study. This Committee could undertake other initiatives in the area as it deemed appropriate including, for example, promotion, landscaping and joint development.

2. As part of redesignation applications for the Brookfield, Atco and Media Housing sites, concept plans will be required which will indicate overall land uses, the way in which the various 50 Avenue options could be integrated into the development and the way in which the proposed development meets the planning principles established for the area. The concept plans would be required at the initial stage of development for a site. Subsequent applications would indicate whether the development is in conformity with the concept plan and evaluate any difference.

3. As part of redesignation applications for the Brookfield, Atco, Media housing and 50 Avenue right-of-way sites a traffic impact study is required which would indicate traffic impacts and the methods proposed to minimze the volume of traffic and its impact on downstream communities. As with the concept plan, only an initial traffic study would be required, as long as traffic characteristics for subsequent applications were within projected values.

4. The possibility of undertaking an ARP (area redevelopment plan) for this this area has been raised. It was felt, however, that an ARP was not an appropriate or even a feasible implementation or policy tool until City Council has established its long term plan for 50 Avenue. The use of concept plans and this Study should provide sufficient information for development to proceed.

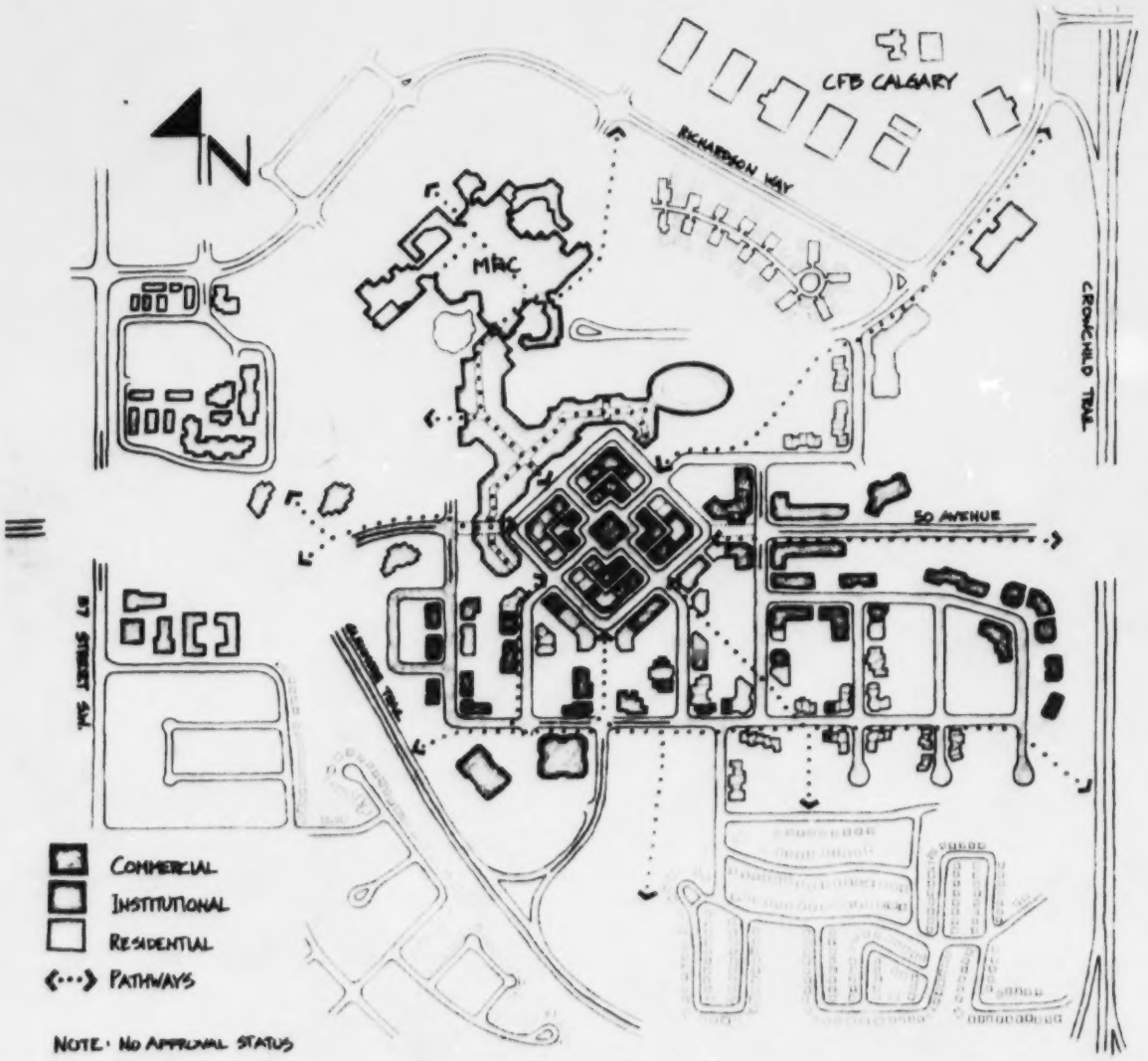
5. There may be a need to further define specific road patterns in portions of the area. This could be undertaken at the initiation of an individual landowner, the Lincoln Park Community Development Committee or the Transportation Department.

V CONCEPTS AND RENDERINGS

The concept plans and renderings presented on the following pages provide general illustrations of ways that Lincoln Park could develop under the alternative road configurations. The concept plan is presented first and then the corresponding rendering.

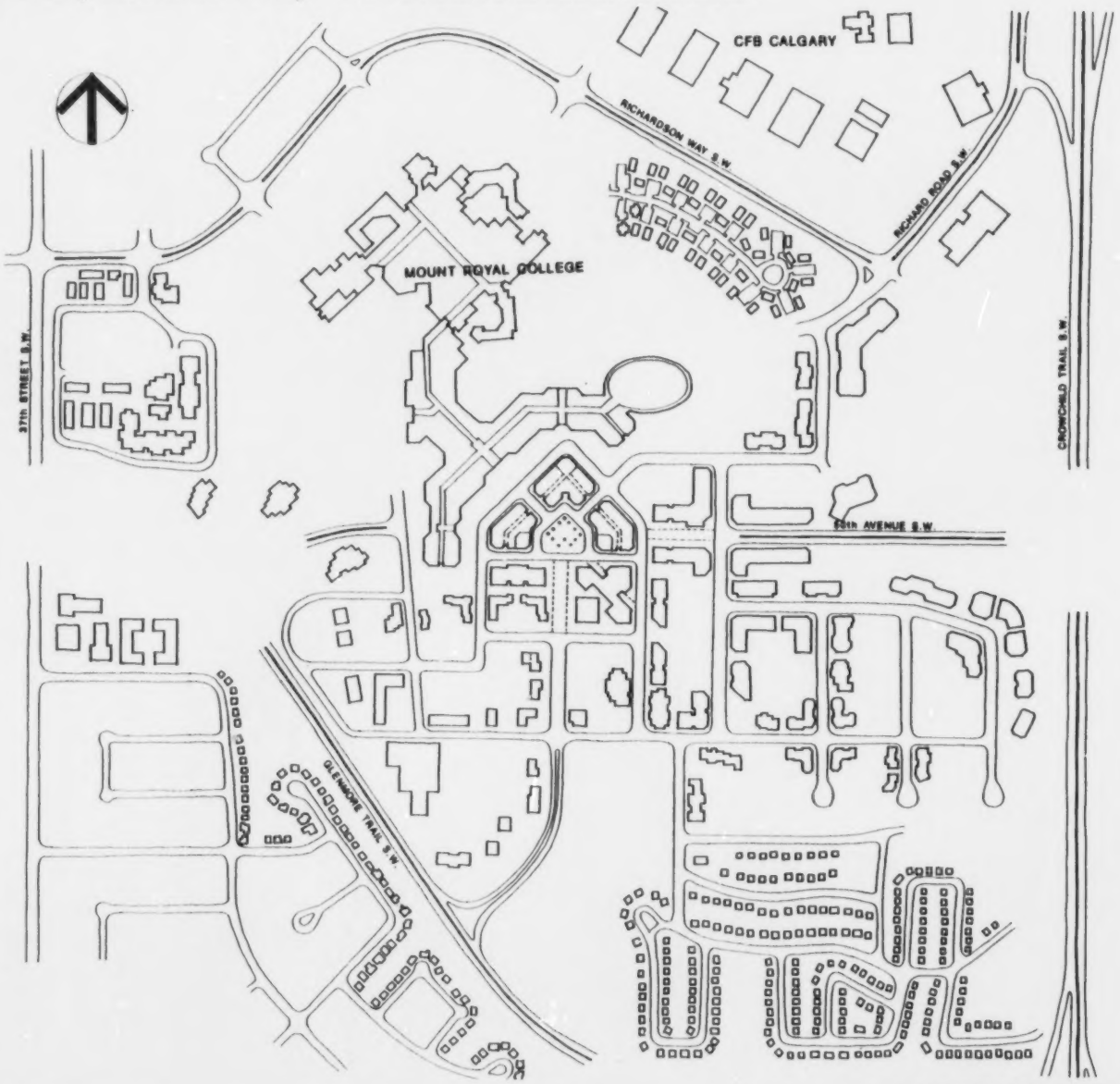
These illustrations are provided only to help the reader envisage the general development concepts and have no approval status. Certain aspects of the developments shown may not meet current City development standards and their inclusion should not be interpreted as suggesting any form of approval.

CONCEPT 1 (Alternative 1): 50 Avenue Discontinuous



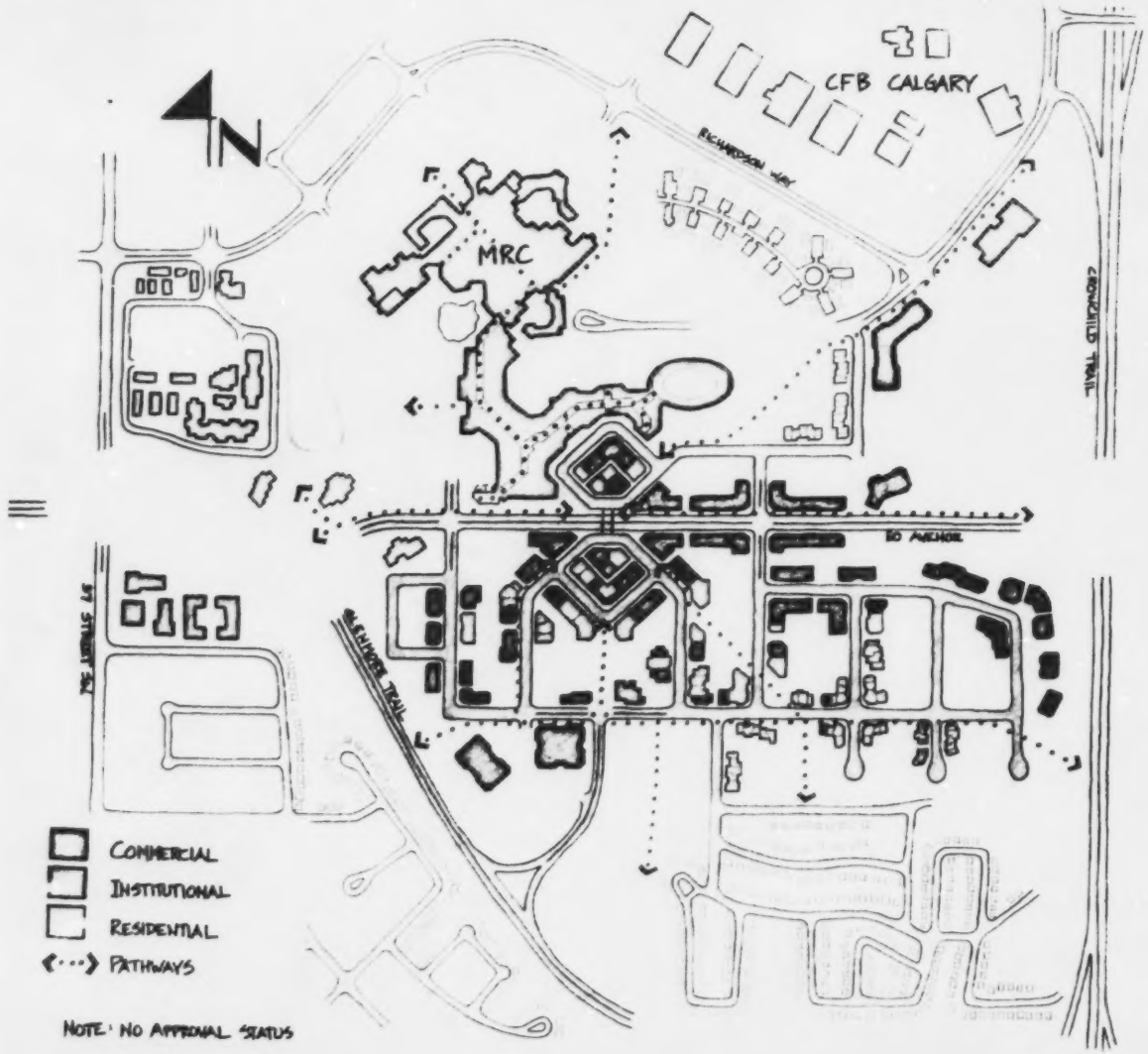
RENDERING 1 (Alternative 1): 50 Avenue Discontinuous

CONCEPT 1 (Alternative 2): 50 Avenue Discontinuous

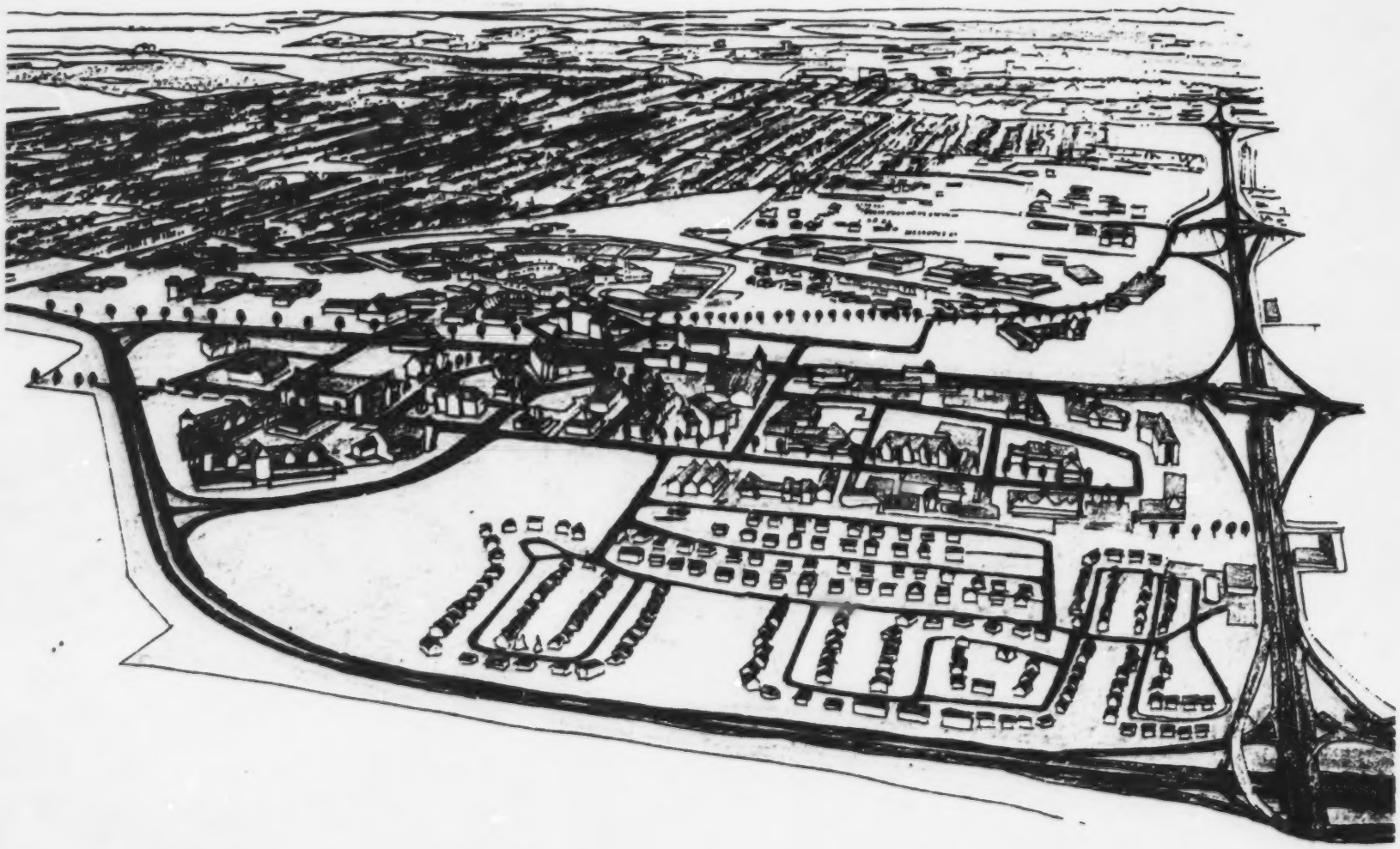


RENDERING 1 (Alternative 2): 50 Avenue Discontinuous

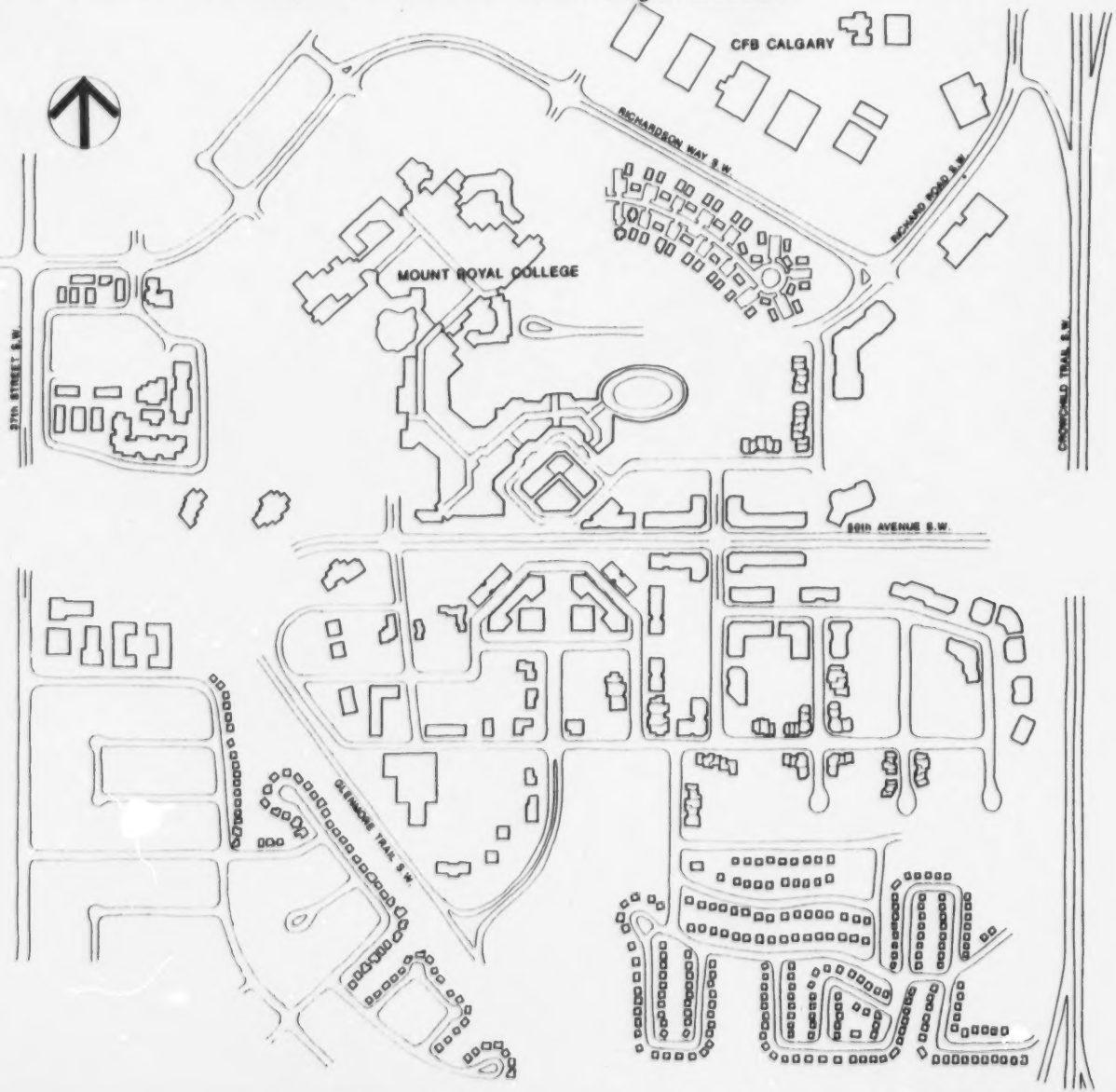
CONCEPT 2 (Alternative 1): 50 Avenue as a Major Road



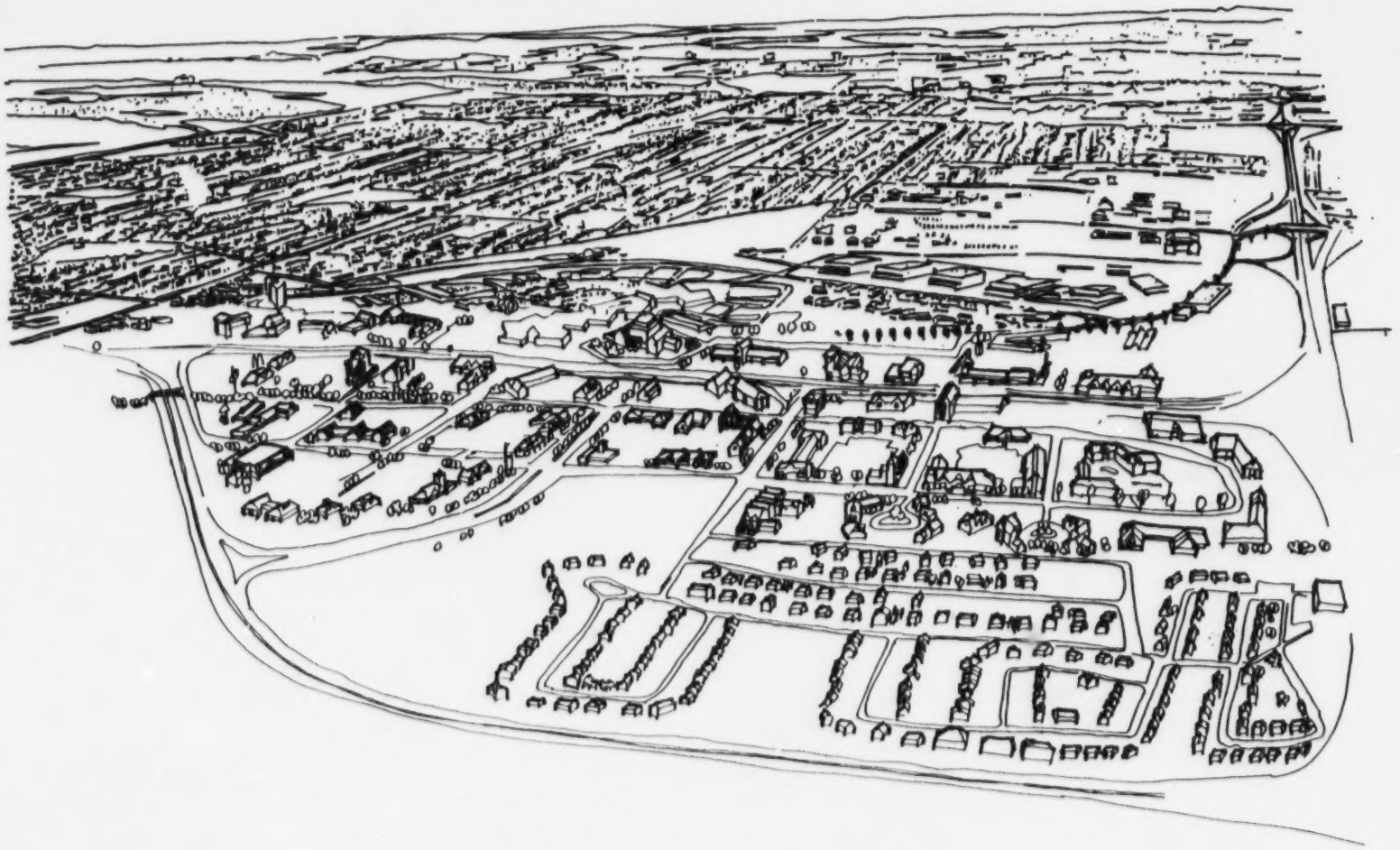
RENDERING 2 (Alternative 1): 50 Avenue as a Major Road



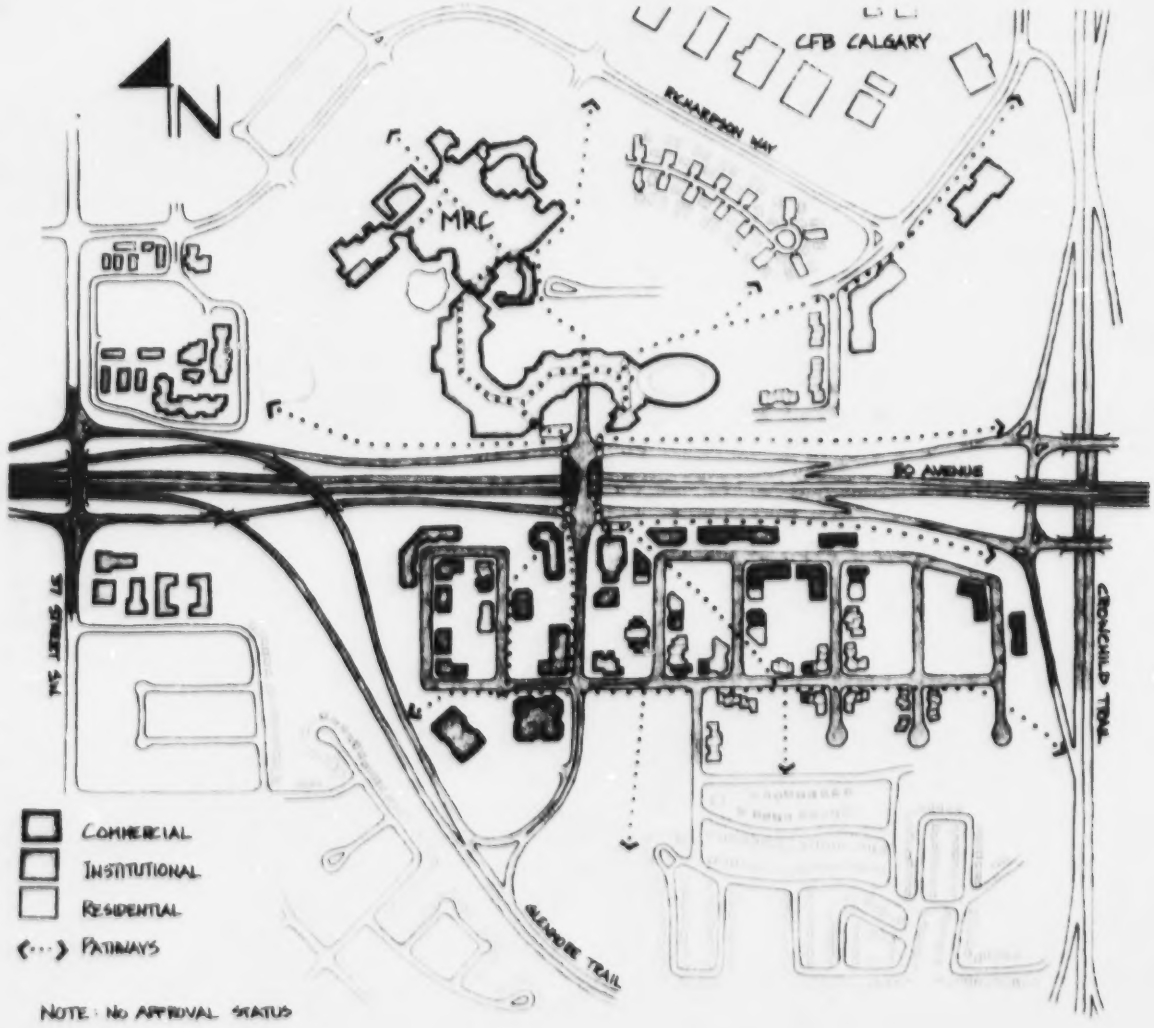
CONCEPT 2 (Alternative 2): 50 Avenue as a Major Road



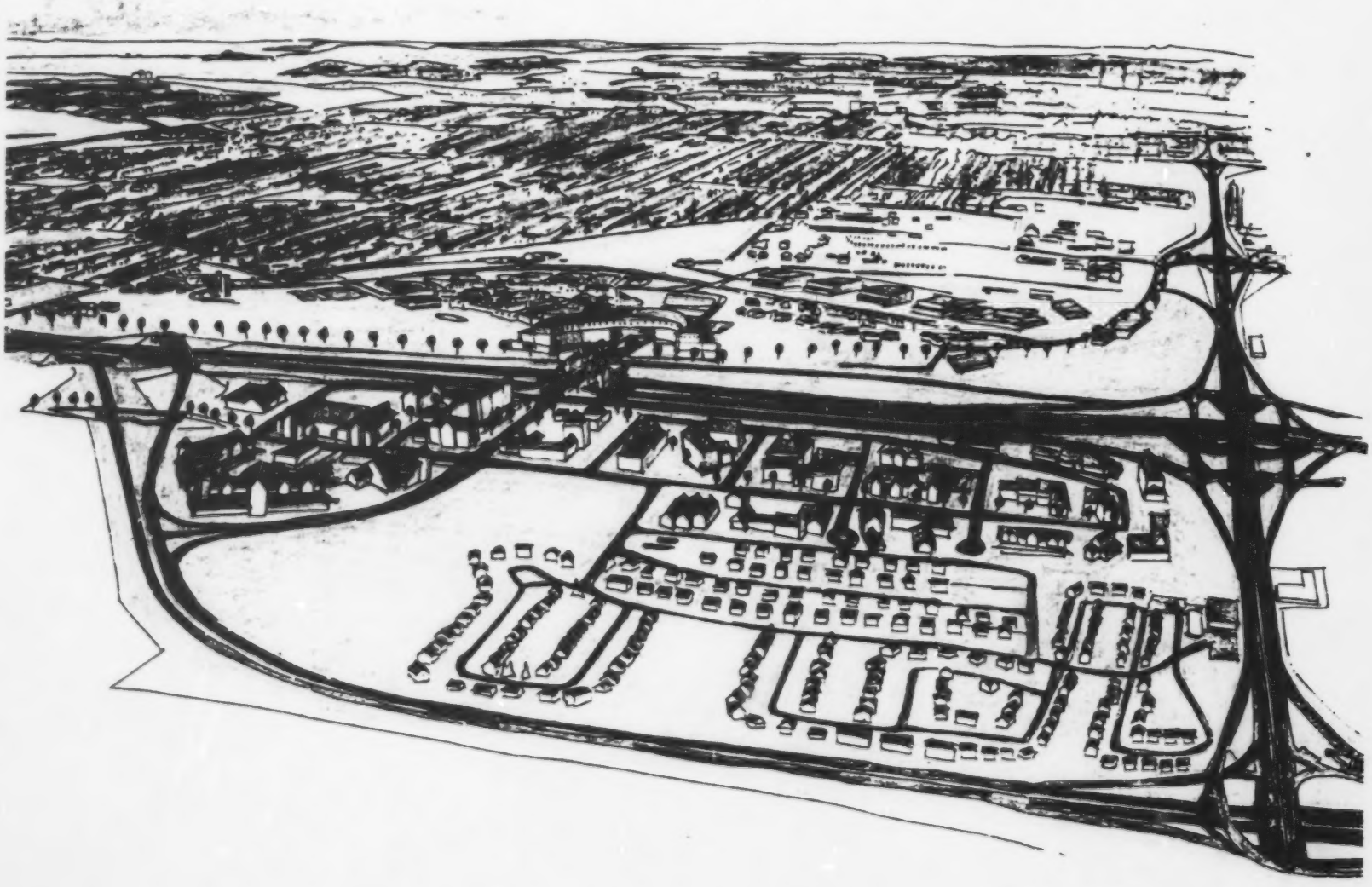
RENDERING 2 (Alternative 2): 50 Avenue as a Major Road



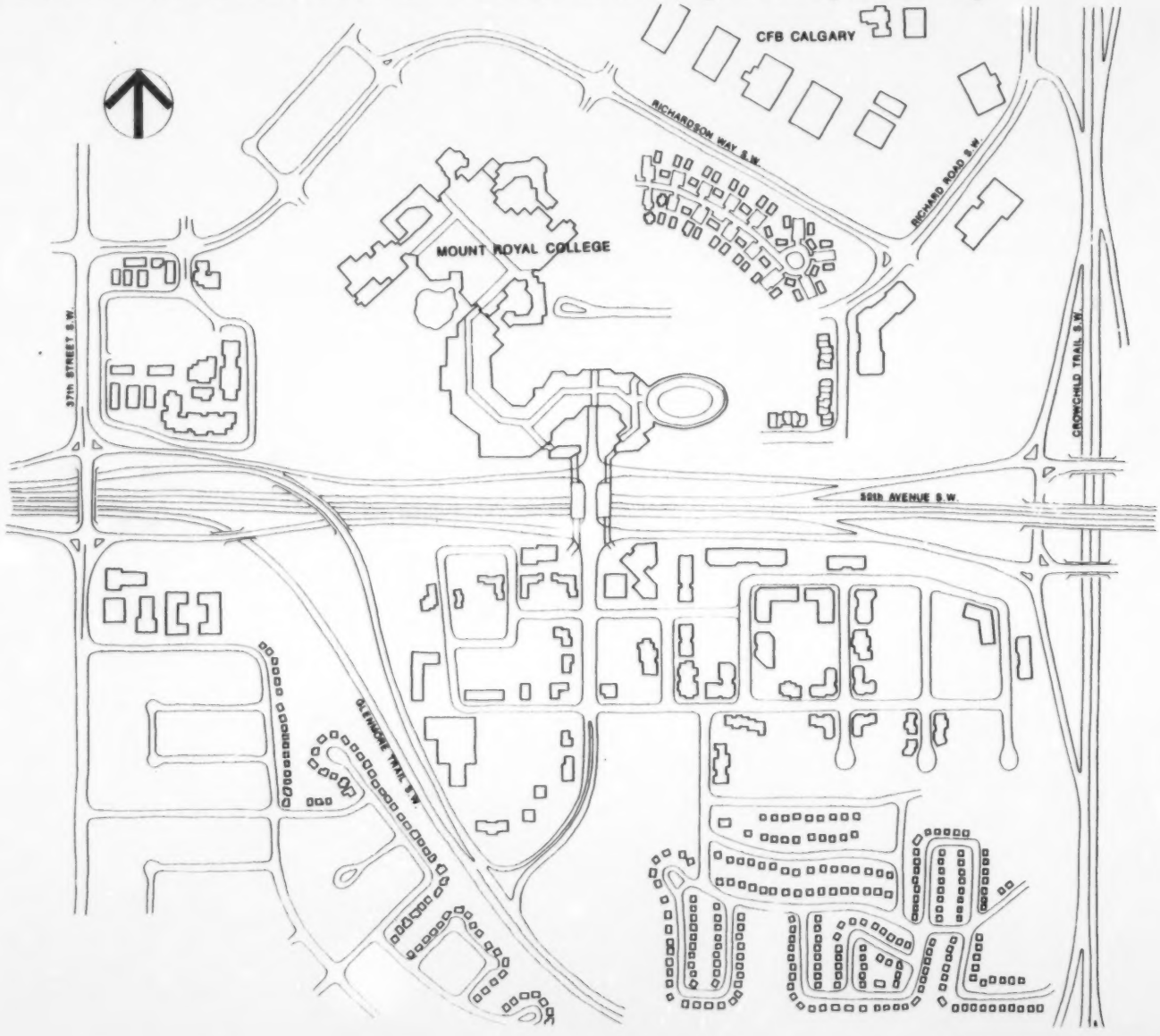
CONCEPT 3 (Alternative 1): 50 Avenue as an Expressway/Freeway



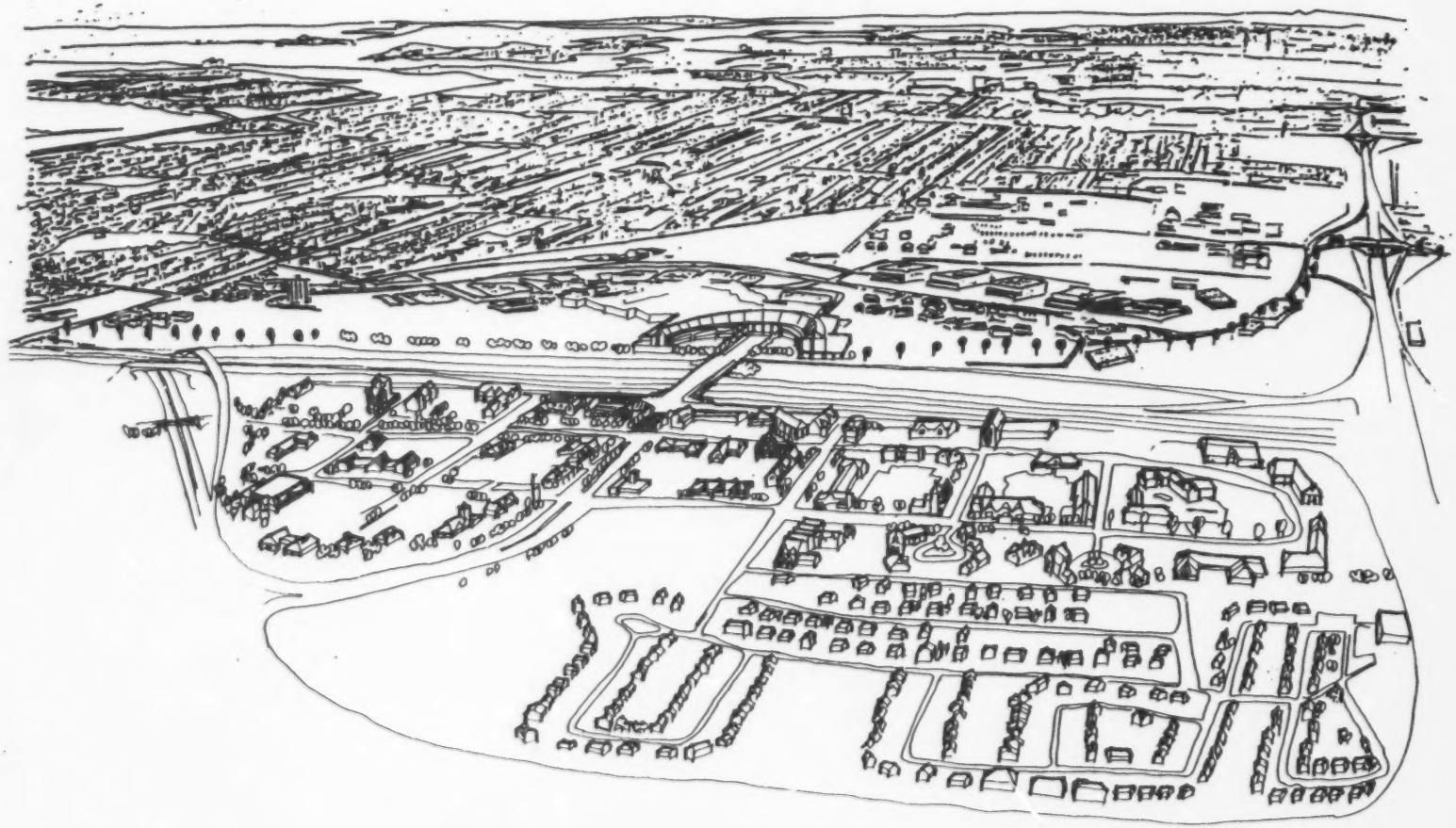
RENDERING 3 (Alternative 1): 50 Avenue as an Expressway/Freeway



CONCEPT 3 (Alternative 2): 50 Avenue as an Expressway/Freeway



RENDERING 3 (Alternative 2): 50 Avenue as an Expressway/Freeway



VI APPENDIX

1. Terms of Reference

STUDY PURPOSE:

1. To undertake a four month study resulting in the preparation of a report for consideration by the Operations and Environment Committee which will address the following:

   a. A review of land use alternatives for Lincoln Park under three scenarios:

      i) 50th Avenue as an expressway/freeway
      ii) 50th Avenue as a four lane divided major road
      iii) 50th Avenue discontinuous through Lincoln Park

   b. An evaluation of land uses which are appropriate on vacant parcels in the area with particular emphasis on identifying land uses which can be supported prior to completion of an Area Redevelopment Plan.

STUDY ASSUMPTIONS:

1. The objective of the study will be to provide information that will enable Council to make some decisions on land uses for some parcels of land in Lincoln Park.

2. The study will not address the question of the alignment status or timing of 50th Avenue nor will Council be asked to make any decisions regarding the future of this roadway.

3. Due to time constraints the study will not evaluate the alter native 50th Avenue scenarios. The land use analysis will not include a detailed transportation analysis of the individual scenarios.

PUBLIC PARTICIPATION:

1. Responsibility for involving members of the public will rest with the members of the Advisory Committee. The Planning & Building Department will not be undertaking its regular extensive public participation process due to time constraints.

PARTICIPANTS:

An Advisory Committee will be formed which will include:

1. One representative of each of the major area landowners:

   - Mount Royal College
   - Department of National Defence
   - BCE Developments Limited (Brookfield)
   - Separate School Board
   - City of Calgary Land and Housing Department

2. A minimum of two representatives of the immediately adjacent communities.

3. Planning & Building Department/Transportation Department staff.

2. Council Motion Establishing Study

The mandate for the preparation of this Study was a motion by Alderman Reid, approved by Council on 1991 April 25,

1. That Council direct the Administration to conduct a short, sharp, (four month), special Land Use Study, based on the model as suggested by Mount Royal College using the following resources:

    a) the information from the 1976 Lincoln Park Concept Plan; and

    b) the Proposed Area Redevelopment Plan of 1987 May;

for a report to the 1991 November 4 Regular Meeting of the Standing Policy Committee on Operations and Environment.

2. The Land and Housing Department be directed to complete negotiations with Bethany Chapel for the sale of the subject parcels and bring forward a report for consideration by the Land and Shelter Committee and Council.

3. The moratorium on the sale of lands in Lincoln Park be lifted for parcels 9 and 10. The Land and Housing Department may enter into negotiations for sale of these lands for residential purposes only.

4. The Board of Commissioners be instructed to continue to work with the Roman Catholic Separate School District to find a suitable site for the proposed francophone school and community centre."

3. Study Participants

The Study participants for the Lincoln Park Planning Study, the Advisory Committee, included representation as specified in the Terms of Reference. Study participants included:

- **Brookfield Development Corporation** - Steve Engel; Ron Kellam and Kathleen Hemphill, Kellam Berg Engineering and Surveys; Barry Graham, Graham Edmunds; Lloyd Morasch, Morasch Transportation Consultants Ltd.
- **Department of National Defence** - Lt. Colonel Rick Williams, Major Bob Knight and Captain Wayne Hirlehey
- **Mount Royal College** - Fraser Wilson
- **Municipal Affairs, Housing Division** - Dwight Entner
- **Separate School Board** - Dr. Guy Doll, Leo Boileau and Stephen Stewart; Greg Brown and Ron Wrigley, Walker Brown Urban Consultants, Brian Scott, Milner Fenerty.
- **City of Calgary Land and Housing Department**
- **City of Calgary Transportation and Planning & Building Departments**
- **Process Consultants**, Michael Stringam and Harold Hanen
- **Elbow Park Community Association** - Wendy Leitch
- **North Glenmore Park Community Association** - Dana Russel
- **South Calgary/Altadore Community Association** - Sandi Elliott and Church

To all of the individuals who assisted in the completion of this Study, a special thanks is extended for their considerable efforts and dedication through the planning process. In particular, the Advisory Committee appreciates the faith and vision of **Alderman Craig Reid** in initiating and supporting this process

4. Sample Public Survey

The following survey was used to gain public input during the planning process. The survey was not intended to provide the process with statistically significant data, but rather, it was employed as a means of obtaining general opinion as to the types of development people would like to see in the area.

Survey groups included:

- Lincoln Park residents (Horizon Village, Bethany Village, Lincoln Village, Mount Royal College residences and CFB Calgary Permanent Married Quarters).
- Surrounding and downstream community representatives.

LINCOLN PARK DEVELOPMENT SURVEY
YOU CAN MAKE A DIFFERENCE!

As residents in the Lincoln Park District, you are considered an essential source of input for the Lincoln Park Planning Study. The City of Calgary created a study group to examine the future character of the area and the land use options for the undeveloped land to the east and south of Mount Royal College.

1. How long have you lived in Calgary? _____
2. How long have you lived in Lincoln Park (Mount Royal College Residences)?____

DEVELOPMENT OPTIONS

3. Which of the following services would you like to see in the Lincoln Park District? (Please check (√) your preference. Add any comments you consider appropriate.

	Definitely Want	Probably Want	No Opinion	Probably Do Not Want	Definitely Do Not Want
Hotel/Motel	☐	☐	☐	☐	☐
Pub/Lounge	☐	☐	☐	☐	☐
Restaurant	☐	☐	☐	☐	☐
Fast Food Restaurant	☐	☐	☐	☐	☐
Library	☐	☐	☐	☐	☐
Movie Theatre	☐	☐	☐	☐	☐
Art Gallery	☐	☐	☐	☐	☐
Mount Royal Expansion	☐	☐	☐	☐	☐
Church	☐	☐	☐	☐	☐
Medical/Dental Office	☐	☐	☐	☐	☐
Daycare Facility	☐	☐	☐	☐	☐
Bowling Alley	☐	☐	☐	☐	☐
Swimming Pool	☐	☐	☐	☐	☐
Roller Skating Rink	☐	☐	☐	☐	☐
Skateboard Facility	☐	☐	☐	☐	☐
Golf Course	☐	☐	☐	☐	☐
Park Land	☐	☐	☐	☐	☐
Pedestrian/Jogging Paths	☐	☐	☐	☐	☐
Bicycle Paths	☐	☐	☐	☐	☐
Office Building	☐	☐	☐	☐	☐
Part Time Job Opportunities	☐	☐	☐	☐	☐
Small Retail Strip	☐	☐	☐	☐	☐
Shopping Centre	☐	☐	☐	☐	☐
Grocery Store	☐	☐	☐	☐	☐
Liquor Store	☐	☐	☐	☐	☐
Hardware Store	☐	☐	☐	☐	☐
Service Station	☐	☐	☐	☐	☐
Auto Service Centres	☐	☐	☐	☐	☐
Auto Sales Agency	☐	☐	☐	☐	☐
Houses	☐	☐	☐	☐	☐
Townhouses	☐	☐	☐	☐	☐
Walk-up Apartments (2 - 3 storeys)	☐	☐	☐	☐	☐
High Rise Apartment (4 plus storeys)	☐	☐	☐	☐	☐
Adult Housing	☐	☐	☐	☐	☐
Student Residences	☐	☐	☐	☐	☐
Others (Please Specify): _____	☐	☐	☐	☐	☐

4. **Please add any comments about development in Lincoln Park.**

5. Public Participation Surveys

Surveys of the Lincoln Park residents, "day residents", and executive members of adjacent and "downstream" communities were, by and large, the same. The surveys provided a brief background on the Lincoln Park Planning Study and then sought opinions from respondents with respect to the types of developments they might like to see in Lincoln Park.

A wide range of types of development was provided, as well as space for respondents to add their own types and/or other comments. The preferences for types of development were expressed as:

- Definitely Want
- Probably Want
- No Opinion
- Probably Do Not Want
- Definitely Do Not Want

The surveys were tabulated for each group separately and presented to the Advisory Group for their consideration.

Survey Results

The preferences for types of developments expressed by the different groups were widely varied. Initial tabulations illustrated the specific percentages of each preference expressed by each group. These are not presented here but are available for inspection.

The summary tabulation of the surveys, as presented in the following tables, was undertaken by summing the responses under the category of "probably" and "definitely" want, resulting in a "yes" notation if 50% or more of the specific group's responses were in this category, or the category of "probably" and "definitely" do not want, resulting in a "no" notation if 50% or more of the specific group's responses were in this category. Where the responses were wide spread within the specific group or predominantly "no opinion", no notation was made.

The summary of all responses tabulated in this format is shown on the first table, "Significant Responses for Wanting or Not Wanting". Types of development that exhibited only "yes" notations were then separated out. These are shown on the second table, "Significant Responses for Wanting". What may have been predictable is that land uses such as "Park Land", "Pedestrian/Jogging Paths", "Bicycle Paths" and "Libraries" exhibited nearly unanimous approval from the constituent groups.

Other land uses, such as "Restaurants", "Mount Royal College Expansion", Medical/Dental Facilities", "Swimming Pools", "Art Galleries" and "Churches" had less than unanimous approval, but no single constituent group was opposed to them.

Types of development that exhibited only "no" notations were also separated out. These are shown on the third table, "Significant Responses for Not Wanting". What may also have been predictable is that land uses such as "Automobile Sales Centres", "Skateboard Facilities" and "Regional Shopping Centres (such as South Centre Mall)" were nearly unanimously rejected. Surprisingly, perhaps, "Office Buildings" were also nearly unanimously rejected.

Other types of land uses which received a varying level of rejection and "no opinion", but no support from any specific constituent group, included "Automobile Service Centres", "RV Storage Yards", "Stand Alone Retail Centres (such as a Canadian Tire Store)", "Business Parks", Warehousing" and "Roller Skating Rinks". Even the "Golf Course" land use type was rejected by three constituent groups and received no distinct support from any constituent group, despite the fact that it had been recommended by one of the Community representatives on the Advisory Committee.

The "Francophone Community Centre" and "Separate School Board" land uses were also rejected by two constituent groups (both Seniors Housing groups from the local residents surveys) and received no distinct support from any constituent group.

The residual of the types of development surveyed received a wide range of "yes" and "no" notations from the different constituent groups. These are shown on the last table, "Significant Responses for Wanting or Not Wanting Varied".

Some types of development were perhaps predictably supported by distinct interest groups while being rejected by others. For example, "Townhouse Student Housing" is generally supported by most constituent groups except the Seniors Housing groups. Rental housing ("Townhouse Rentals", "Walk-up Apartments" and "High Rise Apartments") are only supported by Mount Royal College residents, students, staff and faculty. Understandably, the interest groups which would benefit from these land uses support them while interest groups which might perceive some impact to their particular lifestyle do not.

It should also be noted that some constituent groups were responding to the surveys with a higher knowledge base than others. The Mount Royal College "Staff and Student" group, for example, completed the survey after a presentation by members of the Advisory Group. Their responses are distinctly more positive and perhaps better thought out. Other groups were generally responding to the survey with only a brief introductory page about the Lincoln Park Planning Study.

In this regard, it is contradictory that several constituent groups support "Part Time Job Opportunities" but generally reject land uses that might provide such jobs, such as "Office Buildings" and retail outlets.

Similarly, it was found that the surveys sometimes contradicted each other and the preferences or opinions of the Advisory Committee representatives of the constituent group.

Concerns had been expressed that "single family" type housing could produce the greatest impact of traffic shortcutting through downstream neighbourhoods. In the survey results, however, the Community Executive Board respondents supported "Single Family", "Duplex" and "Townhouse Owner Occupied" land uses.

Public Participation Evaluation and Use

The use of the Public Participation program was, from the start of the study process, acknowledged to be "guiding" not "definitive". In other words, land uses supported or proposed by respondents to the surveys would be evaluated carefully but there was no guarantee that those, and only those, land uses would be accepted,

proposed or recommended.

Clearly, other factors such as economic viability, the rights of land owners and the expectations of others had to be evaluated. The surveys were considered in forming those evaluations, and indeed many good ideas and guidance was obtained from the surveys.

The recommended land use concepts contain almost every land use from the second table; those notated "yes" and not opposed by any constituent group. Park land is provided in significant proportion, pedestrian/jogging and bicycle paths form a key element of the concept plans and are, in fact, embodied in the land use Principles adopted by the Advisory Committee. Libraries, restaurants, Mount Royal College Expansion, Medical/Dental facilities, Swimming Pools, Art Galleries and Churches are all probable land uses in different parts of Lincoln Park and/or the proposed Lincoln Park "centre".

The recommended land use concepts also include or make provision for some of the types of development that received varied responses or even those that were notated "no" and not supported by any constituent group.

A key factor in all of the evaluations of recommended land uses was the principle of "Mixed Land Uses". A scenario where land uses which received varied or "no" support were recommended when it was considered that the apparent reasons not supporting them were unjustified or potentially biased. For example, "Student Housing" is considered to be a reasonable, complementary and needed land use. The rejection of this land use by certain constituent groups might be slightly biased.

The Advisory Committee also knew at the start of the study process that it would not be able to "please" everyone, and that included landowners and local and external residents alike. Its primary goal was to develop a consensus amongst the parties for as many land uses and concepts as possible.

The recommended land use concepts for the alternative 50th Avenue scenarios are considered to have achieved that goal and to have satisfied most of the concerns and issues raised in a reasonable and responsive manner.

LINCOLN PARK SURVEYS

SIGNIFICANT RESPONSES FOR WANTING OR NOT WANTING
(ie. 50% or more "probably" or "definitely" want or do not want)

	RESIDENT GROUPS						
	CFB(*)	MRC RESIDENTS	BETHANY	HORIZON VILLAGE	LINCOLN VILLAGE	MRC STAFF/ STUDENTS	EXTERNAL COMMUNITIES
No. RESPONDENTS	28	11	57	30	7	32	38
LAND USE							
HOTEL/MOTEL		NO	NO	NO	NO	YES	NO
PUB/LOUNGE		YES	NO	NO	NO	YES	
RESTAURANTS		YES	YES		YES	YES	YES
FAST FOOD		YES		NO	YES	YES	
LIBRARY		YES	YES	YES	YES	YES	YES
MOVIE THEATRE	YES	YES		NO		YES	YES
ART GALLERY						YES	YES
MRC EXPANSION		YES		YES		YES	YES
FRANCOPHONE CENTRE			NO	NO			
SEPERATE SCHOOL			NO	NO			
CHURCH						YES	
MEDICAL/DENTAL			YES		YES	YES	YES
DAYCARE		YES	NO			YES	YES
BOWLING ALLEY			NO	NO	YES		
SWIMMING POOL			YES		YES	YES	YES
ROLLER SKATING		NO	NO	NO		NO	
SKATEBOARD		NO	NO	NO		NO	NO
GOLF COURSE		NO	NO		NO		
PARK LAND	YES	YES	YES	YES	YES	YES	YES
PEDESTRIAN/JOG	YES	YES	YES	YES	YES	YES	YES
BICYCLE PATHS	YES	YES		YES	YES	YES	YES
OFFICE BUILDING		NO	NO	NO	NO		NO
BUSINESS PARK			NO	NO	NO		NO
WAREHOUSING			NO	NO	NO		NO
PART TIME JOBS	YES	YES		NO	YES	YES	
SMALL RETAIL STRIP		YES	NO	NO		YES	NO
GLENMORE LANDING			YES	NO	NO		NO
SOUTH CENTRE			NO	NO	NO	NO	NO
CANADIAN TIRE			NO	NO	NO		NO
GROCERY		YES	YES	NO	NO	YES	
LIQUOR			NO		NO	YES	NO
HARDWARE			NO		NO		NO
SERVICE STATION			NO	NO	NO	YES	NO
AUTO SERVICE			NO		NO		NO
AUTO SALES		NO	NO	NO	NO	NO	NO
RV STORAGE			NO	NO	NO		NO
SINGLE FAMILY		NO		YES	YES	YES	YES
DUPLEX			NO		YES		YES
TOWNHOUSE OWNER		YES	NO	YES	YES	YES	YES
TOWNHOUSE RENT		YES	NO	NO	NO	YES	NO
WALK-UP APTS.		YES	NO	NO	NO	YES	NO
HIGH RISE APTS.		YES	NO	NO	NO	NO	NO
HIGH RISE ADULT		YES	YES	YES	NO	YES	NO
HORIZON ADULT		YES	YES	YES		YES	YES
HIGH RISE STUDENT		YES	NO	NO	NO	YES	NO
TWHS. STUDENT		YES	NO	NO		YES	YES

* CFB SURVEYS DID NOT ASK FOR LAND USES "NOT WANTED"

LINCOLN PARK SURVEYS

SIGNIFICANT RESPONSES FOR WANTING
(ie. 50% or more "probably" or "definitely" want)

	RESIDENT GROUPS						
	CFB(*)	MRC RESIDENTS	BETHANY	HORIZON VILLAGE	LINCOLN VILLAGE	MRC STAFF/ STUDENTS	EXTERNAL COMMUNITIES
No. RESPONDENTS	28	11	57	30	7	32	38
LAND USE							
PARK LAND	YES	YES	YES	YES	YES	YES	YES
PEDESTRIAN/JOG	YES	YES	YES	YES	YES	YES	YES
BICYCLE PATHS	YES	YES		YES	YES	YES	YES
LIBRARY		YES	YES	YES	YES	YES	YES
RESTAURANTS		YES	YES		YES	YES	YES
MRC EXPANSION		YES		YES		YES	YES
MEDICAL/DENTAL			YES		YES	YES	YES
SWIMMING POOL			YES		YES	YES	YES
ART GALLERY						YES	YES
CHURCH						YES	

* CFB SURVEYS DID NOT ASK FOR LAND USES "NOT WANTED"

LINCOLN PARK SURVEYS

SIGNIFICANT RESPONSES FOR NOT WANTING
(ie. 50% or more "probably" or "definitely" do not want)

	RESIDENT GROUPS						
	CFB(*)	MRC RESIDENTS	BETHANY	HORIZON VILLAGE	LINCOLN VILLAGE	MRC STAFF/ STUDENTS	EXTERNAL COMMUNITIES
No. RESPONDENTS	28	11	57	30	7	32	38
LAND USE							
AUTO SERVICE			NO		NO		NO
AUTO SALES		NO	NO	NO	NO	NO	NO
RV STORAGE			NO	NO	NO		NO
SOUTH CENTRE			NO	NO	NO	NO	NO
CANADIAN TIRE			NO	NO	NO		NO
OFFICE BUILDING		NO	NO	NO	NO		NO
BUSINESS PARK			NO	NO	NO		NO
WAREHOUSING			NO	NO	NO		NO
ROLLER SKATING		NO	NO	NO		NO	
SKATEBOARD		NO	NO	NO		NO	NO
GOLF COURSE		NO	NO		NO		
FRANCOPHONE CENTRE			NO	NO			
SEPERATE SCHOOL			NO	NO			

* CFB SURVEYS DID NOT ASK FOR LAND USES "NOT WANTED"

LINCOLN PARK SURVEYS

SIGNIFICANT RESPONSES FOR WANTING OR NOT WANTING VARIED
(ie. 50% or more "probably" or "definitely" want or do not want)

	RESIDENT GROUPS						
	CFB(*)	HRC RESIDENTS	BETHANY	HORIZON VILLAGE	LINCOLN VILLAGE	HRC STAFF/ STUDENTS	EXTERNAL COMMUNITIES
No. RESPONDENTS	28	11	57	30	7	32	38
LAND USE							
HOTEL/MOTEL		NO	NO	NO	NO	YES	NO
PUB/LOUNGE		YES	NO	NO	NO	YES	
FAST FOOD		YES		NO	YES	YES	
MOVIE THEATRE	YES	YES		NO		YES	YES
DAYCARE		YES	NO			YES	YES
BOWLING ALLEY			NO	NO	YES		
PART TIME JOBS	YES	YES		NO	YES	YES	
SMALL RETAIL STRIP		YES	NO	NO		YES	NO
GLENMORE LANDING			YES	NO	NO		NO
GROCERY		YES	YES	NO	NO	YES	
LIQUOR			NO		NO	YES	NO
SERVICE STATION			NO	NO	NO	YES	NO
SINGLE FAMILY		NO		YES	YES	YES	YES
DUPLEX			NO		YES		YES
TOWNHOUSE OWNER		YES	NO	YES	YES	YES	YES
TOWNHOUSE RENT		YES	NO	NO	NO	YES	NO
WALK-UP APTS.		YES	NO	NO	NO	YES	NO
HIGH RISE APTS.		YES	NO	NO	NO	NO	NO
HIGH RISE ADULT		YES	YES	YES	NO	YES	NO
HORIZON ADULT		YES	YES	YES		YES	YES
HIGH RISE STUDENT		YES	NO	NO	NO	YES	NO
TNHS. STUDENT		YES	NO	NO		YES	YES

* CFB SURVEYS DID NOT ASK FOR LAND USES "NOT WANTED"